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FINAL REPORT

Author: Robin S. Harris

Title: The education system  
of Ontario

Div: VI      contract: II  
report no: II



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**The Educational System of Ontario**

**an Essay**

**by**

**Robin S. Harris**

**Prepared for the Royal Commission  
on Bilingualism and Biculturalism**

**January 1966**



## TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
I: <u>THE EDUCATIONAL SYSTEM OF ONTARIO</u>	
A: The Department of Education	
1) The Central Authority	7
2) Elementary and Secondary Schools	9
3) Teacher Training	17
4) Technological and Trades Training	18
5) Adult Education	19
B: The Department of University Affairs	23
C: Other Government Departments	
1) The Department of Agriculture	27
2) The Department of Health	28
3) The Department of Labour	30
4) The Department of Lands and Forests	30
5) The Department of the Provincial Secretary and Citizenship	31
6) The Department of Reform Institutions	33
II: <u>EDUCATION IN ONTARIO 1867-1965</u>	35
A: Elementary Education	38
B: Secondary Education	45
C: Higher Education	57
D: Teacher Training	69
E: Vocational Training	81
F: Adult Education	92
III: <u>ORGANIZATION AND CONTROL</u>	95
A: The Department of Education	96
B: The Department of University Affairs	108
C: Interdepartmental Cooperation	112
<u>CONCLUSION</u>	115
<u>BIBLIOGRAPHY</u>	127

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## INTRODUCTION

Several years ago the phrase "Education is Everyone's Business" was adopted as the slogan for Canada's annual Education Week, a period during which from one end of the country to the other a special effort is made to focus public attention upon the work and problems of the schools. On this occasion the mass media were particularly -- one might almost say oppressively -- cooperative, with the result that most Canadians were bombarded by this statement every hour on the hour and at most intersections.

To the extent that the phrase implied that everyone was an authority in matters educational, it was a peculiarly unfortunate choice, for the problems of the schools and the universities are anything but simple and rarely lend themselves to easy solutions. But in another sense it was an excellent slogan. Almost everyone today is concerned with education in the course of his everyday life. The Ontario situation in 1964-65 was entirely typical. About a third of its population of nearly 7,000,000 were occupied full-time as students (over 1,750,000) or as teachers (at least 75,000) or as non-teaching employees of educational institutions (nearly 3,000 in the Toronto Board of Education alone). Over 20,000 persons were serving as school trustees, as members of home and school executives or as governors of private schools or universities. Education was also a day-to-day concern of the parents of the 1,750,000 students and the wives or husbands of the 75,000 teachers. Finally the taxpayers -- every Ontario taxpayer is a supporter of its educational system and thereby intimately involved in its affairs.

The extraordinary range of the system is further demonstrated by the fact that it extends into at least nine Government departments.



Two of these, the Departments of Education and University Affairs, are exclusively concerned with the business of education and between them are responsible for more than 95 percent of the educational work carried on in the Province. But it is important to recognize that both Agriculture and Lands and Forests operate their own schools; that Health is indirectly responsible for sixty-two hospital schools of nursing and forty-two training centres for nursing assistants; that the Attorney General's Department conducts a Police College; that Labour supervises all apprenticeship programmes; that the nearly 1,500 boys and girls in the eleven Ontario Training Schools directed by the Department of Reform Institutions are in effect full-time students; and that the Department of the Provincial Secretary has the responsibility for insuring the successful integration of New Canadians into the Province's economic, social and cultural life.

In the last three of these instances, the Department of Education is jointly involved since in each case it provides the formal instruction offered. Nonetheless, it is shortsighted to regard the educational system as being the creature of the two departments most obviously concerned; and it is very shortsighted indeed to regard the system as synonomous with the activities of the Department of Education. As we shall see, one of the major problems facing the Province is the task of effectively coordinating the work of the various elements which constitute its educational system. There are problems of coordination within the Department of Education and within the Department of University Affairs, but there are also problems of coordination between these two departments and between each of them and the other Departments listed. In the Cabinet, as everywhere else in the Province, education is everyone's



business.

Like the other provinces, Ontario also has the problem of coordinating its educational activities with those of the Federal Government. For the most part, this is a matter of negotiation about financial support; the B.N.A. Act clearly designates the field of education as a provincial responsibility, but no Province has taxing powers sufficient to carry the full cost of its educational system and this the Federal Government has long recognized. However, certain educational activities are the responsibility of the Federal Government -- the education of treaty Indians, for example, or the provision of schooling for the children of federal employees domiciled on crown land -- and in such situations there is a need for close and effective liaison between federal and provincial departments. All the Ontario Government departments mentioned in the previous paragraph and, as well, the Department of Public Welfare, which has specific concern for the housing, education and welfare of Indians, have necessary links with Ottawa. On the financial side, all departments are deeply involved in the whole question of federal-provincial relations.

But we have still not exhausted the problem of coordination. In most instances the educational work of a Government department is carried on as a partnership with a local authority -- the Department of Education with local school boards, the Department of University Affairs with chartered universities, the Department of Health with particular hospitals. Even where a Government Department has direct control of an institution, as is the case with Agriculture's schools or Education's teachers' colleges, there is still the need for a proper division of



labour and of authority between the department on the one hand and the principal and his staff on the other. Coordination of effort is the key to all successful partnerships.

It is highly appropriate to designate this great mass of educational activity as a system. Implicit in this word are two distinct ideas -- that of a complex of independent elements and that of a method or arrangement whereby the separate parts are interrelated. A good system is one which contains all the elements needed to achieve the objectives that the system is designed to achieve and at the same time provides an organizational structure that enables the various elements to work efficiently on their own and in coordination with each other. Hence, the criteria for judging the quality of the Ontario educational system at any time in its history are two in number:

- 1) Does the system provide the full range of educational facilities required by the demands of the Province's actual and developing economy and its actual and developing cultural tradition?
- 2) Is the system so structured that its various parts function effectively as individual units but also in coordination with each other?

A review of the development of the educational system of Ontario undertaken with these questions continually in mind is needed. As the annotated bibliography presented as Appendix A makes clear, the factual record is reasonably complete up to the end of the 1930's though a good



deal of reinterpretation is doubtless in order. But remarkably little has been recorded about the system as it has expanded during the past thirty years. The scope of this essay does not permit the extensive and detailed review that is required. I shall attempt to do three things only. First, to describe -- in very general terms -- the educational system of Ontario as it exists today. Second, to identify those features of the system which are either unique or particularly distinctive, and to explain their origin and development. Third, by directing attention to the way in which the Government has organized the development of education in the Province over the past one hundred years to suggest two things: first, that the weaknesses of the system in the past have been the consequence of an organizational structure which has been neither sufficiently flexible nor sufficiently dynamic; second, that the best chance to avoid failures in the future is to insure that the organizational structure is sufficiently flexible and sufficiently dynamic.

Section I of the essay is devoted to the first of these objectives; it is an outline of the educational system of Ontario in the year 1964-65 as revealed by an examination of the institutions and activities directed or supervised by the Departments of Education and University Affairs and the other Government Departments directly involved in education.

The distinctive characteristics of the system are commented upon in Section II. There are a number of these:

Separate Schools extending to Grade 8 and in some cases to Grade 10 but not beyond;

Bilingual Schools, with the course of study taught partly in English, partly in French, again to Grade 8 or 10;



Two quite separate types of undergraduate programmes in Arts and Science -- three year General Courses and four year Honour Courses -- both leading to the B.A. or B.Sc. degree;

Entirely separate arrangements for the training of elementary and secondary school teachers;

The relatively late (and consequently still incomplete) development of technical schools and technological institutes;

The involvement of the Department of Education in an unusually wide range of adult education activities.

Since all these matters are the consequence of gradual evolution over a long period of time rather than of conscious policy or mere chance, Section II takes the form of a review of certain developments in the history of education in Ontario since 1867 in the six fields in which educational activity is normally divided: elementary education, secondary education, higher education, teacher training, vocational training, adult education.

In the third main section of the essay the role of the Government in providing for education in the Province since 1867 is traced. Throughout this period the Government's chief agency has been, as one would expect, the Department of Education; that Department's developing administrative structure will consequently receive the most attention. But the involvement of Agriculture, Labour, Health and several more will also be examined, and there will be particular attention given to the recent establishment of the Department of University Affairs.

Finally, the essay has a conclusion. Here an attempt will be made to cast judgment on the educational system of Ontario in the year 1965. Does it contain all the elements needed to achieve the objectives the system is designed to achieve? And is the system so structured that the various elements work efficiently and in coordination with each other?



## I: THE EDUCATIONAL SYSTEM OF ONTARIO IN 1964-65.<sup>1</sup>

### A: The Department of Education

#### 1) The Central Authority

The person most responsible for the educational system of Ontario is the elected member of the Legislature who is assigned the portfolio of Education by the Premier. As Minister of Education, he is directly responsible for all the activities of the Department of Education; these embrace all elementary and secondary education, all teacher training, all vocational training that is not the specific responsibility of another Government Department, the public libraries of the Province, and a major share of adult education. Up to the end of 1964 the affairs of the Department were conducted under his supervision by a Chief Director, two Deputy Ministers, a Registrar, and eight superintendents, each responsible for a particular branch: Elementary Education, Secondary Education, Teacher Education, Technological and Trades Training, Special Services (audio visual aids, school railway cars, guidance, etc.), Curriculum, Professional Development (in-service training of teachers) and Business Administration. By a major reorganization which became effective in 1965, this assignment of duties was replaced by the following:

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<sup>1</sup> My task in preparing this section has been facilitated by the willingness of officials in various Government departments to provide me with material and to answer questions. I am particularly indebted to Dr. C. A. Brown, until recently Registrar of the Department of Education, and to Mr. E.E. Stewart, Assistant Deputy Minister of the Department of University Affairs, who, in addition to providing me with information, have checked the manuscript for accuracy.



A single Deputy Minister

Three Assistant Deputy Ministers in charge of

- a) Instruction,
- b) Provincial Schools and Further Education,
- c) Administration

Senior officials in charge of a variety of branches within each of these three divisions.

The Minister himself has an Executive Assistant and there is an Educational Policy and Development Council which, unencumbered by any direct responsibility for administering anything, is free to explore ways in which the Department's work can be improved in efficiency and expanded in scope.

As will be noted on the organizational chart reproduced as Chart I, there are also a number of Ministerial Agencies; these are bodies established by legislative act which though technically independent of the Department of Education come under the Minister's supervision. The Teachers' Superannuation Commission administers teacher pensions. The Ryerson Polytechnical Institute, which until 1964 was the direct responsibility of the Department, now has its own Board of Governors. The Ontario Colleges of Education at Toronto and London, which provide for the training of secondary school teachers, are entirely financed by the Department of Education but, being in effect faculties of the Universities of Toronto and Western Ontario respectively, come under the jurisdiction of the Board of Governors and the Senate of these institutions. The Defence Training Board is a service provided for the Federal Government -- the Board hires and pays the salaries (from funds provided by the Department of National Defence) of instructors in Army and Air Force Schools located in Ontario. The Ontario Council for the Arts is a body of twelve persons appointed by the Government "to promote the study and enjoyment



of and the production of works in the Arts"; it has sole responsibility for the disbursement of funds voted by the Legislature for this purpose. During the first two years of its existence (1963-64, 1964-65) the annual grant was \$300,000 and amounts ranging from \$250 to \$50,000 were made to fifty-eight organizations. The 1965-66 grant is \$500,000.

2) Elementary and Secondary Schools

Education is compulsory in Ontario from the age of six to sixteen. A child normally enters Grade 1 in the September following his attainment of this age and he normally is required to attend school until June of the calendar year he becomes sixteen; any student who has completed Grade 12 before this age can be excused from attendance and the same privilege can, under certain conditions, be granted to children who are at least fourteen. Attendance at Kindergarten is optional and local school boards are not required to provide for them. There are officially eight grades in the elementary school and five grades in the secondary, but elementary schools are permitted to offer the work of Grades 9 and 10 and some municipalities have adopted a 6:2:5, a 6:3:4 or a 6:4:3 organization.

There are two types of publicly supported elementary schools, the public or non-sectarian and the separate (normally Roman Catholic). Every ratepayer in the Province is a public school supporter unless he declares himself to be a separate school supporter in which case his share of the taxes collected for the support of the elementary schools goes to the local separate school board and his children attend the separate schools. There are no publicly supported separate secondary schools; the children of both public and separate school supporters have



the right to attend the public secondary schools. A parent is at liberty to send a child of compulsory school age to a private school, which charges tuition fees, rather than to a public or separate school which does not. Private schools are required to register with the Department of Education but departmental supervision is limited to Grades 11 and 12, where inspection is required in order that the private school can recommend students for the Department of Education's Secondary School Graduation Diploma. Private school students are, of course, at liberty to write the matriculation examinations required for admission to universities and teachers' colleges. The Department of Education itself conducts two residential schools for the Deaf (at Belleville and Milton) and one for the Blind (at Brantford); the course of study offered is that of the equivalent grade of the elementary or secondary school. For residents of the Province who, for health, geographic or occupational reasons, are unable to attend a regular school, the Department offers the elementary and secondary programmes through correspondence courses -- in 1964 over 20,000 persons were enrolled with the Correspondence Division. The following are the elementary and secondary school full-time enrolment statistics for 1964-65:



<u>Elementary</u>	<u>Schools</u>	<u>Enrolment</u>	<u>Teaching Staff</u>
Public	4,859	925,068	31,505
Separate <sup>A</sup>	1,430	353,414	11,245
Private	71 (+37) <sup>AA</sup>	13,141	included below
<u>Secondary</u>			
Public	483	395,201	19,205
Private	130 (+37) <sup>AA</sup>	30,414	included below
<u>Elementary-Secondary</u>			
Deaf-Blind	3	961	122
Private	37 <sup>AA</sup>	included above	2,589
	7,013	1,718,199	64,666

<sup>A</sup> Includes two Protestant Separate Schools enrolling 177 students and employing six teachers.

<sup>AA</sup> Thirty seven private schools offer both elementary and secondary school work.

There is a single course of study for the eight grades of the elementary school which outlines the subjects to be taken in each grade and the approximate proportion of time to be allotted to each. But special provisions are made for French-speaking pupils in what are known as bilingual schools. In 1964, 472 of the public and separate schools of Ontario were officially so recognized by the Minister of Education and together they enrolled 87,867 pupils, of whom 5,734 were in Grades 9 and 10. The normal procedure in bilingual schools is to conduct kindergarten and the first two grades entirely in French, to introduce English halfway through Grade 3, and to devote an equal amount of time



to each language from Grade 5 through to 8. In the English-speaking elementary schools, French is not a required subject but it can be introduced for a maximum of 100 minutes per week if the Minister's approval is obtained -- this is conditional upon the availability of a teacher who is genuinely fluent in French. In 1964, approximately 140,000 or 11% of the English-speaking elementary school pupils in the Province were receiving instruction in oral French. Some school boards introduce French at the Grade 3 level, others at 4, 5 and 7. The Minister has announced that French is to be made a compulsory subject in Grades 7 and 8.

In the secondary school there are four distinct programmes -- the first two of which are occupationally oriented:

A one- or two-year programme for students who at the age of fifteen have not reached the standard expected of the Grade 8 graduate,

A two-year programme for the Grade 8 graduate who is fourteen years old and who intends, with his parents consent, to leave school and enter employment in two year's time,

A four-year programme culminating at Grade 12,

A five-year programme culminating at Grade 13.

The Four- and Five-Year Programmes are offered in each of three branches: Arts and Science; Business and Commerce; Science, Technology and Trades. The language of instruction in the secondary schools is English, but school boards can obtain permission to use French as the language of instruction in Latin, History, Geography and in the special course, Français, which is an alternative to the French taken by English-speaking pupils. With the exception of Français, which has been an official course since 1927, this is a



relatively new policy and it is one which is dependent for its implementation upon the availability of textbooks in French which correspond to those provided in English for the regular course. The teaching of Latin in French has been permitted since 1962, of history and geography commencing in September 1965.

The Secondary School Graduation Diploma is awarded on successful completion of any Grade 12 programme, the Secondary School Honour Graduation Diploma on completion of a Grade 13 programme. Secondary schools which offer only the Arts and Science branches are called academic schools, those offering only Business and Commerce and/or Science, Technology and Trades are called vocational schools. A school offering Arts and Science and either or both of the others is called a composite school. Included among the academic schools are a small number of the continuation schools which were established at the turn of the century to make secondary education available in small communities. The number of these schools, which normally have a staff of two to four teachers, is steadily declining, the development of district high schools to which the students commute by bus having rendered them obsolete.

The publicly supported schools of the Province are owned and operated by local school boards of which there are four types: Public School Boards and Separate School Boards, which are concerned respectively with public and separate schools; High School Boards which are concerned with public secondary schools; and Boards of Education which are concerned with both public elementary and public secondary schools. Except for the High School Boards, to which trustees are appointed by municipal councils and by public and separate school boards, the members of school



boards are elected by the local ratepayers. A Board of Education can be established only where the areas of jurisdiction of elementary and secondary school boards coincide. A Separate School Board has the right to appoint one or two members to the Board of Education which owns and operates the public secondary schools which the children of separate school supporters attend.

Responsibility for the schools is shared by the local school board and the Department of Education. The school board is responsible for building and maintaining the schools required for the population within its jurisdiction, for providing the necessary supplies, and for engaging and paying the teachers. The Department of Education is responsible for the training and certifying of the teachers, for the authorization of text books and for defining the course of study. There was a time when defining the course of study involved prescription of almost every detail but today detailed prescription is limited to the subjects studied in Grade 13 where the requirements of the university matriculation examinations render this necessary.

In the case of Kindergartens, which school boards are not required to provide, the Department contents itself with recommending a programme for the guidance of teachers and boards. For Grades 1 to 12, there is a general outline of the course or courses of study but considerable opportunity for variety of treatment in a given subject from school to school. These general outlines, which are the responsibility of the Department of Education's Curriculum Division, are in fact the product of committees upon which classroom teachers and principals are well represented.



The schools are financed by a combination of local taxes and legislative grants. The legislative grant to an individual school is administered by the Department of Education according to a series of formulae which are issued annually before the local tax rate is established. The local school board determines the amount of money it requires for capital expenditure and maintenance and, having taken into account the amount available to it from the legislative grant, it works out the amount to be raised from the local property tax. This amount it reports to the Municipal Council which is required to raise by taxation the amount needed for maintenance. Except in rural school sections where the approval of the ratepayers for any capital expenditure is mandatory, the Municipal Council can either approve the school board's capital figure or submit it to the ratepayers for approval.

The Department of Education's influence over events at the local level is partly determined by its control of the legislative grants and partly by the related power of inspection. Grants can be withdrawn or withheld unless the Department's regulations are fulfilled. The Department is able to encourage local school boards to adopt measures which can be expected to improve the educational programme by offering additional grants which will pay for all or a sizeable portion of the increased expenditures. But the school board is normally free not to accept the grant and thus not to introduce the proposed measure.

A school board's decision to adopt a measure proposed by the Department will be determined in large measure by the persuasive powers of the local inspector. In what can now happily be called "the old days" the inspector was an official sent out by the Department of Education to see that the schools were being properly run but today his role is



much more accurately described by the term supervisor. A great many school boards appoint and pay their own inspectors. Whether appointed locally or assigned to an area by the Department, the inspector, being the representative of the Minister and the Department, has the responsibility of insuring that Departmental regulations are carried out. He is, however, essentially the advisor of the teachers and the Board and much more concerned with advancing its interests -- for example, by the raising of educational standards -- than with checking on this and on that.

Until very recently, inspection of elementary schools was carried out under the direction of the Superintendent of Elementary Schools and inspection of secondary schools under the direction of the Superintendent of Secondary Schools. But in the reorganization of the Department which took effect in 1965, a Superintendent of Supervision assumed responsibility for the inspection of schools at both levels. The new arrangement is designed to increase the amount of coordination between elementary and secondary education. It is also designed to increase the amount of local autonomy or perhaps we should say to decrease the emphasis upon centralized authority. Area Superintendents of Supervision have been appointed in five areas of the Province and they, rather than the Superintendent of Supervision, will bear the main responsibility for all education within their area. In due course this arrangement will be adopted for the whole Province.



3) Teacher Training

The Department of Education maintains thirteen Teachers Colleges for the training of elementary school teachers. These are dispersed widely throughout the Province and two of them -- at Sudbury and Ottawa -- are concerned exclusively with preparing teachers for schools where French as well as English is used as a language of instruction. At Sudbury and Ottawa a one-year course admitting from Grade 12 is offered which leads to an Interim Second Class Certificate, which is made permanent upon the recommendation of the inspector after two years of successful teaching. The majority of Teachers College students, however, graduate with an Interim Elementary-School Teacher's Certificate Standard 1.

For many years students have qualified for this certificate either by taking a two-year course from Grade 12 or a one-year course from Grade 13. But in 1964, the decision was made to withdraw the two-year course and applicants are now accepted only for the one-year course. The teachers can proceed, by way of summer courses and university study, from Standard 1 to Standards 2, 3 and 4, a B.A. degree being required for the latter. The interim certificate at any standard becomes permanent on completion of two years' successful teaching.

The professional training of secondary school teachers is provided at the Ontario Colleges of Education at Toronto and London, which are operated under an agreement between the Minister of Education and the Universities of Toronto and Western Ontario respectively. A third College of Education will be established at Kingston -- in association with Queen's University -- in 1967. The Colleges of Education offer four types of certificate, the Interim High School Assistant's



Certificate Type B, for which the admission requirement is an approved university degree; the Interim High School Assistant's Certificate Type A (Specialist), for which the admission requirement is an honours B.A. or B.Sc. degree with at least second class standing; the Interim Vocational Certificate Type B, for which Grade 12 standing and trades experience are required; and the Interim Vocational Certificate Type A (Specialist), for which the permanent Type B Certificate and nine Grade 13 papers are required. A year of full-time study is the normal way of qualifying for each of these certificates, but it is also possible to obtain them through summer courses. Again the Interim Certificate becomes permanent after two years of successful teaching.

4) Technological and Trades Training

The Department of Education's Technological and Trades Training Branch is responsible for the administration of five Institutes of Technology and six Vocational Centres.<sup>1</sup> The Institutes of Technology offer three-year courses in a variety of technologies to students who have completed Grade 12. The Vocational Centres, some of which are also called Provincial Institutes of Trades, offer trade, business and technician courses at the post-secondary level, and also courses of varying length to persons whose secondary education ended at Grade 10. The Department of Education is no longer responsible for the administration

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<sup>1</sup> It is expected that both the Institutes of Technology and the Vocational Centres will be absorbed in the Colleges of Applied Arts and Technology which were authorized by legislation in March, 1965.



of Ryerson Polytechnic Institute but it continues to supply the funds required for its maintenance and development. In 1964-65, these institutions (including Ryerson) enrolled 7,770 full-time students and over 10,000 in evening classes.

The Technological and Trades Training Branch is also responsible for the Retraining Programme for Unemployed Persons which in 1964 was carried on in forty centres throughout the Province and enrolled about 8,000 people. It also sponsors courses in Small Business Management and in Supervising Training.

A good deal of training for particular vocations (secretary, barber, hairdresser, welder are examples) is provided throughout the Province by private trade schools which are required to be registered with the Department. In 1964 these numbered 131 and reported a total enrolment of 55,262.

##### 5) Adult Education

Adult Education is one of the two major responsibilities of the Assistant Deputy Minister in charge of Provincial Schools and Further Education, and it is an area which is assuming larger and larger importance. The work of the Provincial Library Service is primarily for the benefit of adults and so is much of the evening work carried on by the institutes of technology and vocational centres. Through its Provincial Library Service, the Department of Education provided financial assistance, encouragement and professional advice to the approximately 500 public libraries in the Province. The legislative grant for 1964 was in the amount of \$2,800,000, approximately 20% of the total public library expenditure of \$14,000,000. The Provincial Library Service,



whose staff includes five librarians, publishes the Ontario Library Review and maintains a special library for rural communities and rural schools.

Three other branches of the Department are active in the field of adult education: Youth, Leadership/Camps-Fitness Programme, and Community Programmes. The first two of these have only recently been organized but the Community Programmes Branch has been active for two decades.

The range of its activities may be judged from these quotations from the 1964 Minister's Report:

The services of the Community Programmes Branch are conducted through two categories of staff members who work in close cooperation with municipal recreation committees, school boards, provincial, national and community organizations. Representatives located in District Offices at Belleville, Dryden, Fort William, Hamilton, Hanover, London, North Bay, Oakville, Ottawa and Toronto made 2,267 visits to Ontario municipalities to provide assistance, advice and resources for programmes of adult education and recreation. Working out of the central office in Toronto, special advisers in the fields of art, crafts, drama, music, puppetry, old-age programmes, rural programmes, recreation buildings and areas made 763 visits to Ontario municipalities to provide leadership, advice and resource aids for programmes of adult education and recreation. In order to make resource materials available for community use, the Branch staff produces a number of publications and maintains a loan service in drama, music, films, slides and reference books.

Ontario Regulation 92/60 provided provincial grants to municipalities which establish, through a by-law, a municipal recreation committee to conduct or assist local programmes. Between 1958 and 1964, the number of participating municipalities increased from 307 to 377 and grants paid increased from \$450,891 to \$687,889. There were 107 full-time recreation directors as well as 138 assistant directors employed by Ontario municipalities. Twelve provincial organizations providing programmes of adult education and recreation were paid grants in the amount of \$20,100. (P. 17)

During 1964 over 15,000 persons attended one or more of 233 courses provided by the Community Programmes Branch for leaders of adult groups.



The Department of Education has been conducting summer courses for high school students at Bark Lake in the Haliburton District since 1947 and at Lake Couchiching since 1948. The courses at Bark Lake are for camp counsellors, the course at Couchiching for those who are interested in the organization and direction of athletics; both attempt to develop leadership qualities. The courses are of two or three weeks' duration and in 1964 involved over 1,000 students. The cost to the student is limited to transportation and even this is provided for beyond \$15.00. Under the recent reorganization of the Department, this programme has been combined administratively with a programme introduced in 1961-62 which is designed to promote the physical fitness of adults.

The Physical Fitness Programme is heavily supported by federal funds. The Department of Education contribution is 40% of a total budget which can extend to \$250,000. Approximately 10% is expended on bursaries for students attending recreation courses at six Ontario universities, 15% on the support of two courses provided at the University of Guelph (a one-year course for university graduates and a three-year course for students with Grade 12), and the remaining 75% for projects in local communities. These latter usually concern the organization of a club, an appropriately qualified person being supplied by the Branch to assist in its establishment.

The Youth Branch is an entirely new venture which was launched on January 1st, 1964 and it is still very much in the exploratory or planning stage. Its general terms of reference are the special problems of young adults in a changing world, and its immediate concern is their identification. It has a staff of research officers trained in such fields as economics, education and sociology and the capacity, therefore,



to conduct studies of (for example) the effects of automation, the changing nature of employment for unskilled and semi-skilled workers and new patterns of family life.



B: Department of University Affairs

The universities of Ontario are chartered institutions and are independent of any Government department. The authority at each university is in all academic matters (degrees, examinations, curricula, instruction) its Senate and in financial matters its Board of Governors or Regents. In one instance -- the University of Toronto -- appointments to the Board of Governors are made by the Government, but, once appointed, the governor's loyalty is to the Board itself. There was a time when the Government of Ontario concerned itself with the day-to-day running of the University of Toronto, but since 1906 the relationship has been both clear and proper. The tradition that a university is not the creature of the Government is long established in this Province.

During the past decade the expenses of universities have risen dramatically, largely -- though not exclusively -- in response to sharp increases in enrolment, and this has had the effect of greatly increasing the amounts of money required by the universities from public funds. It is this fact which has forced the Government to take a more direct interest in the work of the universities and which has led to the establishment of a Department of University Affairs. There was no need for such a Department twenty years ago when only three universities (Toronto, Queen's, Western) were in receipt of provincial grants; and when the sums involved were relatively small (just over \$5,000,000 in 1947), the matter could be attended to by the Minister of Education or the Premier himself. But by 1964, when fifteen chartered institutions received over \$100,000,000 in provincial grants, something more was needed and something more had been supplied.

What has been supplied is first a Committee on University



Affairs and, second, a Department of University Affairs. The Committee, originally established in 1961 as the Advisory Committee on University Affairs, is a group of twelve persons appointed by the Government to advise it on all matters concerning the establishment, development, operating, expansion, and financing of universities in Ontario. The Department of University Affairs, created in 1964, is headed by a Cabinet Minister whose staff includes a Deputy Minister, an Assistant Deputy Minister and senior officials concerned with Architecture, Construction, Finance, Research, and Student Aid. The respective roles of Committee and Department have still to be clearly defined, but that the relationship is intimate can be seen from the fact that the Deputy Minister of the Department is the Secretary of the Committee. Each of the universities which receives public grants submits its proposed budgets to the Committee-Department.

There are fifteen such universities, one of which, the Osgoode Hall Law School, confines its activity to a single professional field. A sixteenth institution, the Ontario College of Art, does not have the power to grant degrees but is within the authority of the Department of University Affairs:



	Commenced Instruction <sup>1</sup>	In Receipt of Provincial Grant	1964-65 Full- Time Enrolment
Brock	1964	1963	124
Carleton	1942	1949	2,729
Guelph	1874	1874 <sup>2</sup>	1,927
Laurentian	1913	1961	556
Lakehead	1951	1957	269
McMaster	1890	1948	3,312
Ontario College of Art	1875	1875	884
Osgoode Hall	1889	1957	481
Ottawa	1848	1947 <sup>3</sup>	3,838
Queen's	1841	1893 <sup>3</sup>	4,029
Toronto	1843	1897	16,051
Trent	1964	1962	105
Waterloo	1957	1956	3,137
Western Ontario	1881	1912	5,274
Windsor	1857	1954 <sup>3</sup>	1,986
York	1960	1959	795

<sup>1</sup> The date given is that when instruction at the university level was first given by the institution under its present or an earlier name.

<sup>2</sup> The grant to Guelph from 1874 to 1964 was through the Department of Agriculture to the Ontario Agricultural College.

<sup>3</sup> Ottawa, Queen's and Windsor (as Assumption College) received provincial grants in the pre-1868 period. The 1893 grant to Queen's was technically to the Kingston School of Mines. The first grant to Queen's proper was in 1913.

One chartered university, Waterloo Lutheran, with a 1964 enrolment of 1,910, does not receive a provincial grant and in consequence does not fall under the jurisdiction of the Department of University



Affairs. The same is true of a number of theological colleges and professional schools; Regis College, a Roman Catholic seminary at Toronto and the Ontario College of Optometry, also in Toronto, are examples.

A few Ontario universities offer what is called a Preliminary Year to students who enter with Grade 12 standing but the total number involved is less than 1,000. Normal entry is by way of senior matriculation obtained at the conclusion of Grade 13 by writing examinations set and marked by the Department of Education in association with the universities. The B.A. or B.Sc. degree is offered in both General Courses (three-year) and Honours Courses (four-year). Most professional degrees are granted after a four-year course from Grade 13 (engineering, pharmacy, forestry, physical and health education, etc.) but architecture and dentistry are five and medicine is at least six (two premedical years or a B.A. or B.Sc., followed by a four-year medical course). Admission to the one year M.A. or M.Sc. course is normally based on possession of a four-year honours degree; most graduate schools require a "make-up" year of applicants with the three-year general degree. Possession of the Masters degree is the normal requirement for admission to doctoral programmes, which require at least two years of full-time study. The Ontario College of Art offers four-year diploma courses with admission from Grade 12.



C: Other Government Departments

Since all government departments (like all large businesses) have training programmes of a more or less formal nature for their employees, it could be argued that each department is directly, as well as indirectly, in the education business. This would, however, be stretching the term educational system to absurd lengths. We will, therefore, ignore all such "in-service" training programmes, even when as is the case with the Ontario Provincial Police College, established by the Attorney General's Department at Aylmer in 1949, they have adopted an institutionalized form.

1) Agriculture

From 1874 until July 1st, 1964 when the University of Guelph was established, the Department of Agriculture was entirely responsible for the Ontario Agricultural College and its associated institutions -- the Ontario Veterinary College and the Macdonald Institute -- and it continued to be indirectly responsible for them until September 1st, 1965 when the teaching staff ceased to be civil servants and the University assumed responsibility for its buildings from the Department of Public Works. For over seventy-five years both degree and diploma courses in agriculture have been offered at the Guelph campus and while the former are now the entire responsibility of the University of Guelph and hence within the jurisdiction of the Department of University Affairs, the Department of Agriculture retains financial and academic responsibility for the diploma courses. These are two-year programmes identical in all important respects with the courses offered at two other institutions operated by the Department, the Kemptville Agricultural School, estab-



lished at Kemptville in Eastern Ontario in 1917, and the Western Ontario Agricultural School established at Ridgetown in 1950. The academic admission requirement to all three of these programmes is Grade 10 (age 18 and at least three months of farm experience are also required) but preference is given to students with Grade 12 and the great majority of those admitted in 1964 had Grade 12 standing or better. In that year the enrolment at Guelph was 206, at Kemptville 173 and at Ridgetown 181 -- a total of 460. The Kemptville figure includes 64 students in home economics, like agriculture a two-year course, and 14 in Advanced Agricultural Mechanics, a one-year course for which the two-year agriculture diploma is prerequisite.

The involvement of the Department of Agriculture in the affairs of the institution at Guelph has by no means ceased with the establishment of the University. The Department continues to finance most of the research conducted by the University departments and the University's Extension Department continues to be the means whereby many of the Department's service to the farmers of the Province is carried out. In many respects the change is one of the accounting procedures -- the Department now buys services where it earlier had provided a budget.

## 2) Health

The Department of Health is not technically responsible for the training of registered nurses and nursing assistants but it is intimately concerned with both programmes.

To qualify as a registered nurse, one must pass examinations set by the College of Nurses which since 1951 has controlled entry into



the profession. The student who completes a degree programme in nursing at a university is prepared to sit these examinations, but most nurses obtain their training at one of the fifty-eight hospital schools of nursing which are spread about the province. The funds which support these hospital schools (and also the hospitals of which they are a part) are supplied by the Ontario Hospital Services Commission, a crown corporation which is independent of the Department of Health but for which the Minister of Health answers in the Legislature. The Minister or his representative is an ex officio member of the Council of the College of Nurses which supervises the work of these schools and he is thus to some extent involved in its decisions.

The programme in the hospital school is a three-year course combining lectures and practical experience; for which the admission requirement is Grade 12. There are also two diploma schools of nursing which offer a two-year course from Grade 13 and one which offers a two-year course from Grade 12. A three-year course (from Grade 12) was introduced at Ryerson Polytechnic Institute in 1964, the academic work being given at the Institute and the practical experience at two associated hospitals. The total enrolment in all these schools in 1964 was 8,216.

The College of Nurses is also responsible for the training of nursing assistants. There are forty-two training centres for nursing assistants in the Province, twenty-nine of which are located in hospitals, seven in secondary schools and six in buildings operated directly by the Department of Health's Nursing Branch. Together these enrolled 1,440 students in 1964. In all cases the academic admission requirement is Grade 10. In the high school centres, the students (who are regularly



enrolled as secondary school students) take a nursing option in Grades 11 and 12, which prepares them to write the provincial examinations for nursing assistants. In the Centres directed by the Nursing Branch a ten month programme is provided, 3½ months of which is spent at the Centre and the remainder gaining practical experience at a hospital. In the Hospital Centres practical experience and formal instruction are combined over a ten month period.

3) Labour

The Apprenticeship Branch of the Department of Labour administers the programmes outlined in The Apprentice and Tradesmen Qualification Act of 1964. The 125 trades specified are divided into two categories, those which require certification and those which do not. The certified trades are Motor Mechanics, Barbering, Hairdressing, Air Conditioning, Plumbing, Steam Fitting, Sheet Metal Work, with Electrical to be added in October, 1966 and Painting and Decorating in September 1967. In both categories the academic admission requirement is Grade 10. The normal period required to complete the programme is four to five years during which the apprentice spends two periods of ten weeks at a Vocational Centre or Provincial Institute of Trades. The Centres and Institutes, which it will be recalled are operated by the Department of Education, have four "classes" each year. In 1965 the total number of apprentices registered is 10,158. About 6,000 apprentices spent a ten-week period of instruction in 1964.

4) Lands and Forests

When the Department of Lands and Forests opened the Ontario



Forest Ranger School at Dorset in 1945 the object was to provide training for young men who were already employed by the Department or who would enter its employ on completion of the course. At that time the name was entirely appropriate -- the School produced forest rangers. Today its purpose is to train forestry technicians and conservation officers, and its graduates are as likely to find employment in industry as in Government service. Its students come from many Canadian provinces and a significant proportion come from other countries. The proposal to change its name to the Ontario School of Forestry Technicians has much to recommend it.

The basic course provided is a one-year programme leading to a diploma. To be admitted the student must be eighteen years of age and have Grade 11 standing. But there are more applicants than places -- the school is residential -- and few students actually admitted during the past few years have had less than Grade 12. The course is divided into three terms of eleven weeks each, and practical field experience is required during the inter-term periods. In 1964 the enrolment was 130.

The Ranger School also offers a number of more specialized certificate courses for graduates of the School or for persons similarly qualified -- timber management, forest fire control, fish and wildlife, etc. These vary in length from three weeks to seven. There is also a junior ranger programme aimed at high school students, which is offered for six weeks in the summer.

##### 5) Provincial Secretary and Citizenship

The Provincial Secretary's Department is responsible for



providing courses in English -- or in French -- for immigrants to the Province. The classes are almost entirely devoted to the teaching of English to "new Canadians" but are open to, for example, an immigrant from Quebec who speaks nothing but French. Provision is made for instruction in French in French-speaking communities but the demand for such classes has been slight.

A class can be organized whenever there are six persons prepared to take it. The great majority of classes are conducted by School Boards -- in 1964 over 80%, involving 457 classes for 9,456 students. Normally these classes meet two evenings a week from October to April. A second category is the Citizenship Division class which meet five days a week from 8:30 a.m. to 2:30 p.m. In 1964 there were 48 such classes in the cities of London, Sudbury and Toronto, with 797 students enrolled. Finally in 1964 there were 200 "Voluntary Classes" enrolling 1,575 students; for these there is no charge and the teachers are unpaid. The teachers in the School Board and Citizenship classes are required to have an Ontario teaching certificate and preference is given to teachers who have taken the summer course in Teaching English as a Second Language, which the Department has been offering for eight years. This whole programme is heavily subsidized by the Federal Government. It shares 90% of the cost of School Board Classes with the Provincial Government, the local board assuming the remaining 10%. The full cost of the Citizenship Classes is borne on a 50:50 basis by the Federal and Provincial Governments. A nominal fee of \$5.00 per year is normally charged by school boards for admission to the School Board Classes.



6) Reform Institutions

On March 31st, 1964, 1,485 boys and girls were in attendance at elementary and secondary school classes in the eleven Ontario Training Schools which are the responsibility of the Department of Reform Institutions. The majority of these young people were admitted to a Training School through committal from a Family or Juvenile Court but a small percentage were admitted on application from a social welfare agency such as a Children's Aid Society. There are six Training Schools for Boys, five for Girls. Three of the Schools are operated by Roman Catholic religious orders but are fully subsidized by the Department.

The maximum age limit is 17; there is no minimum (the 1964 enrolment included one child of seven) but legislation to make this twelve years of age is pending. Two-thirds of those in attendance in 1964 were 13, 14 or 15. The school programme is a combination of the normal academic syllabus for the appropriate grade and vocational training of various types -- sewing, cooking, "general domestic", machine shop, auto mechanics, barbering, etc. (each Training School has different possibilities). For obvious reasons most students are at the Grade 7 to 9 level. In the rare case where a student reaches Grade 12, an arrangement is made whereby the local secondary school grants the high school graduation diploma. The teachers are required to have the same qualifications as teachers in elementary and secondary schools and supervision is provided by the local school inspector. A Department of Education official has overall responsibility for the academic and vocational courses offered in the Training Schools. The Department is also represented on the School Management Committee which at each Training School supervises the school programme.



There is also an educational -- or training -- programme in the other institutions for which the Department is responsible -- five reformatories, five industrial farms, and four (minimum security) training centres. All institutions accommodating inmates under the age of 20 have full-time academic teachers on the staff.



II: EDUCATION IN ONTARIO 1867-1965.

In 1867 the Department of Education was engaged in all six of the broad areas into which educational activity is traditionally divided but in two instances the involvement can only be described as nominal. Its claim to be concerned with vocational training is based solely on the fact that a few subjects listed in the grammar school course of study might be said to have been a direct preparation for future employment -- Book-Keeping, Surveying, Telegraphy. The connection with higher education, signified by the inclusion of the universities' enrolment statistics in the Superintendent's Annual Report, was based on the fact that, at this juncture, the Government paid legislative grants to universities and medical schools. These grants were discontinued in 1868, but in 1867 amounted to \$22,650 -- \$5,000 to Victoria and Queen's, \$4,000 to Trinity, \$3,000 to Regiopolis<sup>1</sup>, \$2,000 to St. Michael's, \$1,400 to Ottawa and \$750 each to the Toronto School of Medicine and the Medical Faculties of Queen's and Victoria. In the other four areas, however, the Department was thoroughly engaged.

The Chief Superintendent's Annual Report was "of the Normal, Model, Grammar and Common Schools in Ontario" but it also included reference to the Education Museum, and to the Department's services to free public libraries, both of which constituted an entry into the adult

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<sup>1</sup> Regiopolis, a Roman Catholic institution in Kingston, received a degree-granting charter in 1866 but had been incorporated since 1837. It figured prominently in discussions about the University Question throughout the 1840's. Though it undoubtedly offered some university level work in the early years, it has never granted a degree and its main role has always been that of a secondary school, a role it continues to play with distinction.



education field. The Education Museum, located in the Department of Education building and consisting of natural history specimens, casts of antique and modern sculpture, reproductions of the old masters, and models of agricultural "and other" implements, was intended primarily for the use of teachers, but it was open to the public at certain times and in 1867 it was the closest thing to an art gallery and a museum that the Province could boast. The mood of the Department, which is what we are chiefly interested in, is caught in the following statement:

Nothing is more important than that an establishment designed especially to be the institution of the people at large -- to provide for them teachers, apparatus, libraries, and every possible agency of instruction -- should, in all its parts and appendages, be such as the people can contemplate with respect and satisfaction, and visit with pleasure and profit. While the schools have been established, and are so conducted as to leave nothing to be desired in regard to their character and efficiency, the accompanying agencies for the agreeable and substantial improvement of all classes of students and pupils, and for the useful entertainment of numerous visitors from various parts of the country, as well as many from abroad, have been rendered as attractive and complete as the limited means furnished would permit. Such are the objects of the Educational Museum. (P. 23)

Another agency of the Department, the Educational Depository, had been established in 1851 to provide equipment, essentially at cost, to the schools -- maps, globes, apparatus, "object lessons", books; but it, too, served the general public. In 1867, 5,426 volumes "procured by the Education Department from publishers in both Europe and America at as low a price as possible" were supplied to free public libraries (raising the total since the introduction of the service to 224,647) while 8,722 were supplied to the Mechanics Institutes.

The Department was involved at this time in an even more unexpected area -- the reporting of meteorological observations. The Grammar School Act of 1865 had authorized the establishment of weather



stations at Barrie, Belleville, Cornwall, Goderich, Hamilton, Pembroke, Peterborough, Simcoe, Stratford and Windsor, at which observations were taken three times daily (7:00 a.m., 1:00 p.m. 9:00 p.m.) by official observers, often assisted by "some diligent pupil". The reports were published in the Journal of Education, a monthly which the Department also found time to publish, one of the 5,000 copies being placed in the hands of every trustee, local superintendent, county clerk and county treasurer. One explanation for the fatness of the Chief Superintendent's Report for 1867 was the inclusion of the yearly report and analysis of this whole operation.

Most of the over 300 pages of the Report were, however, concerned with the Department's work in the field of elementary and secondary schooling and teacher training. This was an enterprise involving over 400,000 students in exactly 5,000 schools:

Common Schools	4,422	382,719
Separate Schools	161	18,924
Model Schools (attached to Normal School)	2	547
Grammar Schools	102	5,696
Private Schools & Academies	312	6,743
Normal School (2 sessions)	1	253
	<hr/>	<hr/>
	5,000	414,882

This, then, was the educational system upon which the developments of the past century have been based -- many elementary and secondary schools, a single teacher training institution, a collection of independent universities and colleges, and a number of adult education services. We shall now examine the six educational areas in turn.



A: Elementary Education

There is general agreement that Egerton Ryerson was the effective creator of the Ontario educational system. It is true that a surprising number of schools and colleges of various kinds were in operation at the time of his appointment as Chief Superintendent in 1844, and one can with the exercise of some ingenuity detect in the arrangements then in force the basic ingredients of the present organization -- central department, local school boards, separate schools, legislative grants, local taxes, and so forth. But it was Ryerson who organized, related and defined the basic elements and who provided the philosophic ideas which gave the developing system cohesion, inner consistency and purposefulness.

Ryerson's extraordinary success, which can be readily appreciated by comparing the situation in 1846 when he assumed office with the situation in 1876 when he resigned, was due in considerable measure to the fact that he was a political realist. He knew that utopia cannot be achieved by legislative fiat, and that if the people of Ontario were to provide the funds needed to support a proper educational system they must be convinced of its value and -- as important -- of its attainability. Hence his constant efforts to explain to the people of the Province and not merely to the legislators what his plans were and why they adopted the form they did. He also knew that first things have to come first, that one builds a house from the ground up and not in defiance of the laws of gravity. Hence the concentration of his efforts at the outset on the common schools and on the related matter of training for common school teachers. But this was not only the most obvious task, it was also the most difficult, partly because its accomplishment would imply the acceptance of certain principles, which once adopted for one



type of schooling would be acceptable in others without too much question. It required twenty years of steady effort to build the ground floor but by 1867 the job was essentially done. Ryerson devoted the remaining ten years of his superintendency to the organization of the secondary schools, and by 1876 this part of the system had also been definitively blocked out. By then, however, his time had run out. It is an interesting speculation to wonder what other floors Ryerson would have constructed if he had continued in full vigour until, say, 1890.

The fact that the elementary school system had been thoroughly organized by 1867 is one reason for there being less to say about developments in this area between 1867 and 1965 than about developments in, for example, the secondary schools and teacher training. But there are two other reasons. One is that the elementary is by nature the most static of the educational levels; the curriculum is basically the three R's, which do not change, and the main problem is to see that it is made available under proper conditions (good teachers, reasonable equipment) to all children. There are, of course, children who require special attention, children for whom for any of a number of reasons the normal course of study is inadequate or inappropriate, and we shall, therefore, have something to say about Ontario's record in providing for the needs of this group.

The second reason for brevity in this section is that the two components of the Ontario elementary school system which are distinctive -- separate schools and the bilingual schools -- are subjects which have been thoroughly examined in recent studies. Anyone concerned with the separate school question must turn to the chapter on Ontario in



C.B. Sissons' Church and State in Canadian Education, to Franklin Walker's twin studies, Catholic Education and Politics in Upper Canada and Catholic Education and Politics in Ontario, and to the lengthy appendix to the Report of the Royal Commission on Education in Ontario (1950) entitled "A History of the Roman Catholic Separate School Controversy". Similarly those interested in the bilingual school issue will wish to consult Chapter XVI of the Royal Commission Report ("History of the French Languages in the Public Schools of Ontario") and the chapters on Ontario in C.B. Sissons' Bilingual Schools in Canada, as well as the works mentioned above. Neither topic lends itself to easy summation and none will be attempted here. I shall confine my comments to the consequences for the system as a whole of the inclusion of separate and bilingual schools as integral parts of the system.

But before turning to this rather hazardous undertaking, it is worth noting that the establishment of both separate and bilingual schools can be regarded as simply two -- albeit the most important -- among many steps adopted by the Province to provide appropriate educational arrangements for all its young people. The Province has, on the whole, a very good record of concerning itself with the needs of the child -- or the adult -- who requires a special educational service. Schools for the Deaf and the Blind were opened in 1870 and 1871, kindergartens were authorized in the early 1880's, industrial schools (for "delinquent" boys and girls) were established in the late 1880's. Special classes for the slow learner were introduced in the public school system in 1910 and for the physically handicapped (sight-saving, hard-of-hearing, speech correction) in 1921. In 1901 the Department of Education initiated a scheme for sending cartons of specially selected



books (travelling libraries) to mining and forestry camps in Northern Ontario and to "groups of taxpayers living in hamlets". In 1928 schooling was brought to children in the remote areas south of James Bay by way of the railway car. This is not to say, of course, that a large proportion of the handicapped or the geographically disadvantaged children (or adults) of the Province have been well provided for; all such arrangements are normally dependent for their actual implementation upon the willingness of the child's parent and/or the local community to take advantage of what the central authority is prepared to offer, and unfortunately this willingness is not always displayed. But the fact that special services have not been provided for all children in the Province who need them does not cancel out the fact that the Department of Education has over the years shown considerable imagination and energy in making such services available to many of them.

It is important to recognize that separate and bilingual schools are not synonymous. The great majority of separate schools are indistinguishable from the public schools so far as language of instruction is concerned, and a good proportion of the bilingual schools are public. To the extent that the separate and the bilingual schools can be said to constitute a problem for the system as a whole, there are two problems, not one.

It is possible that a comparison of the qualifications of the teachers and of the physical facilities provided in the two types of publicly-supported elementary schools would lead to the conclusion that a better education was provided in the public schools -- the public schools have, on the average, greater financial resources to draw upon and can therefore pay higher salaries and provide more and better



equipment. Such a conclusion, however, would have little meaning since it would ignore both the personal equation and the differences which unquestionably exist between particular schools. If one compares the qualifications of the teachers or the adequacy of the physical facilities provided in the schools of a metropolitan area like Toronto with those in, let us say, the Muskoka District, one finds striking contrasts; but these apply whether one is comparing public schools in the two areas or separate schools or both. Furthermore, there is no inevitable cause-and-effect relationship between professional or academic qualifications and actual performance in the classroom. Some excellent teachers have "poor" qualifications and some poor teachers are "well" qualified. At the elementary school level in particular, teaching is too intimate a matter to justify any conclusion which is based on "evidence" that leaves out of account the personal or human factor.

The most important consequence of the inclusion of the separate schools as an integral part of the Ontario educational system has been the tendency for this to inhibit any fundamental restructuring of the system as a whole. This was dramatically illustrated fifteen years ago in the Report of the Royal Commission on Education chaired by Mr. Justice Hope. The Commission (twenty members) sat for five years and produced both majority and minority reports, as well as a number of memoranda recording the dissent of individual members to particular recommendations of the majority report. One commissioner found it impossible to sign either report. While there were a number of areas where differences of opinion were sufficiently great to render compromise impossible (the training of elementary school teachers, for example), the main cause of disagreement was with respect to the proposal



that the jurisdiction of separate schools end at Grade 6. All members of the Commission were of the view that the school system should adopt the 6:4:3 plan -- six grades of elementary education, followed by four grades of secondary, followed by three grades of what was to be called junior college; but the majority insisted that the separate schools should be confined to elementary education, whereas the minority (all of whom were separate school supporters) insisted that both elementary and secondary education as thus defined should be provided in denominational schools. And that effectively was that. Many of the Royal Commission's recommendations have been adopted but none which has involved any alteration of the system's basic structure. But -- as the Report of the Royal Commission on Education in Quebec has recently demonstrated -- the key to fundamental change usually lies in basic restructuring.

The existence of two types of elementary school has unquestionably had the effect of dividing those interested in what are essentially the same problems into different groups. Thus there are associations for separate school trustees and associations for public school trustees; and there are associations of separate school teachers and associations of public school teachers. It is true that in both cases there is an organization which embraces the separate associations -- the Ontario School Trustees' Council and the Ontario Teachers' Federation -- but, it is also true that the concern of most trustees and teachers is with local matters. Trustees tend to be separate school trustees or public school trustees rather than just trustees, and teachers too often see too little of their colleagues in the "other" camp.



It could also be argued that since the basic qualification for the teacher in the bilingual schools is technically lower (Grade 12) than that required for the English-speaking schools (Grade 13), their existence lowers the standard of teacher training in the Province. It is possible, however, that the requirement to be fluent in two languages to the Grade 12 level is as demanding as to be competent in one to the Grade 13 level. In any event, the basic reason that a Second Class certificate is accepted for the teacher in the bilingual schools is the shortage of available candidates. The provision of higher salaries in the bilingual schools would reduce the problem but it would not permanently remove it.

The bilingual schools are a method of dealing with the special problems posed by the educational needs of the French-speaking communities of Ontario; they are not the cause of the problem but an attempt to do something about it. The problem itself is essentially sociological -- the plight of a linguistic minority whose members require mastery of one language for the maintenance and development of their cultural tradition and a second for reasons that are economic and circumstantial. The task that faces the bilingual schools is a difficult one -- to develop effective bilingualism by the end of Grade 8 -- or at the best by Grade 10, for at that point the student must proceed, if he is to remain in the public school system, to a secondary school where the great bulk of the instruction, including all instruction in science and technology, is available only in English. If it is evident that the bilingual schools cannot achieve this result, a way must surely be found to provide more effectively in the public high schools for the French-speaking student so that his education can be continued.



B: Secondary Education

In 1867 the organization of secondary education in Ontario was still very much in a formative stage. Despite Grammar School Acts of 1807, 1819, 1839, 1853, 1855 and 1865, the relation of the individual school to either the central department on one hand or the local municipality on the other was loose and its financial position insecure. Municipalities could provide for the support of the local grammar school by taxation based on the property tax but they were not required to do so. Many of the students were pupils still at the elementary school level whom the grammar schools enrolled as a means of increasing their income -- the student paid a tuition fee and the grant from the Grammar School Fund administered by the Superintendent was based on total enrollment. The right of girls to attend grammar schools as regular students was not conclusively established until 1869.

The 1871 Act to Improve the Common and Grammar Schools of Ontario changed the situation completely. A clear-cut division was now made between elementary schooling -- assigned exclusively to the Public Schools as the common schools were henceforth to be called -- and secondary education, which would be carried on in Collegiate Institutes and in High Schools. To be admitted to either Collegiate Institute or High School, the pupil must have passed the Entrance Examination, based on the work of the final grade of the Public School. The municipality was required to provide the local share of the cost of both types of secondary schools from the property tax. The main function of the High School was to offer a General Course which would concentrate upon "the higher branches of an English and Commercial Education, including the Natural Sciences and with special reference to Agriculture". The



Collegiate Institutes, which were seen as "the proper link between the Public School and the University", were to concentrate on the subjects required for university matriculation, notably the ancient and modern languages. High Schools were, however, permitted to offer Latin, Greek, French and German to children "whose parents or guardian may desire it". Either most parents did so desire it or a great many principals -- or high school boards -- found irresistible the prospect of having at their disposal the additional \$750 annual grant which a collegiate institute was entitled to receive. One way or the other, the intended differentiation between the two types of secondary school did not materialize. By 1890 both the English and the Classical Course were being offered in both High Schools and Collegiate Institutes and the original qualifications for the status of collegiate institute (a minimum of four masters and a minimum of sixty students enrolled in classics) had been replaced by the requirement of four members of staff who were "specialists" in English or Classics or Moderns or Mathematics or Natural Science. As we shall see in later sections, this requirement had an important influence on the development of honours courses at the universities and on the arrangements for the training of secondary school teachers.

Courses of study for both the Classical and General Courses were announced in August, 1871 and came into operation in January, 1872. There were to be four forms (or grades). In 1876 the term Lower School was applied to the work of the first two forms and Upper School to the final two forms, an examination called The Intermediate being introduced as an admission requirement to Upper School. The work of Form III was that of Junior Matriculation, required for admission to the first year of a university course. Students in Form IV were preparing for Senior



Matriculation which admitted to the second year of certain university courses<sup>1</sup>. At this stage, Ontario could be said to have had either a three-year high school which, among other things, was preparatory to a four-year university course or a four-year high school preparatory to a three-year university course. The Senior Matriculation Year arrangement, which permitted the student to do a year of university work at the local secondary school, can be regarded as an anticipation of the junior college plan introduced in the United States early in the present century.

In the mid-1890's, the Junior Matriculation examinations were divided into two parts. By this time (as will be described in the following section), most of the Ontario universities had developed the Honours, as well as the General B.A. course, and junior matriculation with honours was beginning to be required in some subjects for admission to certain honours courses. Only one examination was set in Junior Matriculation Part I but both honours and pass papers were set in some subjects of Part II. Parts I and II, furthermore, were to be written at different times. This led in 1904 to the introduction of Middle School to which Part I Junior Matriculation was assigned, Part II and Senior Matriculation constituting the work of Upper School. By 1913 Lower, Middle and Upper School were each two years in length, and Ontario had a six-year high school. But in 1921, chiefly to encourage

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<sup>1</sup> Admission requirements are and always have been the prerogative of the individual university. Until 1896, when an Educational Council was formed to provide for common matriculation examinations each university set its own. However, common sense applied and there was a general recognition of transferability. The references in the paragraph are specifically to the situation at the University of Toronto and may not adhere in every particular to the situation at each of the others.



students who were not planning to go to university to complete the high school course, Upper School was reduced to a single year. This resulted in the five-year high school which Ontario continues to maintain. Throughout the 1920's all the Ontario universities continued to accept junior matriculants into the first year and senior matriculants into the second, but in 1931 the University of Toronto decided to require senior matriculation of all applicants. The Toronto general B.A. now became officially a three-year course from senior matriculation, the honours B.A. a four-year course from senior matriculation. Throughout the 1930's and 1940's the other Ontario universities continued to admit some students with junior matriculation, but increasingly the Toronto model was imitated and by the mid-1950's the practice of requiring senior matriculation was general. In September 1965 less than 1,000 of the over 17,000 freshmen who entered Ontario universities were admitted with junior matriculation to what had come to be called a Preliminary Year.

What has been said so far may give the impression that secondary education in Ontario since the 1870's has been primarily a matter of providing an academic course for students who intend to go on to university. Nothing could be further from the truth.

The significant fact about the failure of the Collegiate Institute and the High School to develop as different kinds of secondary school is not that the high schools assumed the task of teaching the Classical Course but that the collegiates assumed the task of teaching the General Course. Conceivably, a better university preparatory course would have developed if certain schools had concentrated on this single task, and conceivably a better General Course with the techno-



logical and vocational orientation implied by the phrase, "an English and Commercial Course, including the Natural Sciences and with special reference to Agriculture" would have been developed if this had been the sole concern of the High School. But such an arrangement would certainly have divided the secondary school population into two very distinct groups, a relatively small academically gifted elite (including no doubt a sizeable proportion of the non-academically gifted from the upper bracket of the socio-economic scale) and the rest -- who also, no doubt, would include a sizeable number of the academically gifted from the lower bracket of that same scale. It is also likely that the original plan would have led to the existence of two different types of secondary school teacher, those concerned with the scholars and those concerned with the masses. Neither of such outcomes could be said to be particularly in harmony with the North American tradition.

It is also worth noting that Ontario's actual experience with secondary schools which concentrate upon an elite group does not suggest that the practice should have been universally adopted. There have always been a small number of private boarding schools in Ontario and since 1910 one day school, University of Toronto Schools, in Toronto, which in a sense have adopted the posture of the collegiate institutes as originally conceived. There have been over the years many distinguished graduates of each of these schools, and U.T.S. in particular has always occupied a position of consistent prominence on the university scholarship lists. But it is not at all clear that the contribution of the graduates of these schools to the scientific, artistic and intellectual development of Canada is superior to that of, for example, the graduates of Jarvis Collegiate Institute in Toronto or of Lisgar Collegiate



Institute in Ottawa. And despite the evidence documenting the influence of Upper Canada College graduates on the economic life of Canada presented in John Porter's recently published The Vertical Mosaic, it is not even clear that the elite school has an advantage in the world of finance. Academic programme is one thing, the advantages of knowing the right people quite another, and any true comparison of the relative merits of the two kinds of school would have to rule out of consideration the irrelevancies represented by the latter. What neither Porter nor anyone else has demonstrated is any causal connection between the academic programme offered at Upper Canada College and the subsequent careers of its graduates.

It would, however, be misleading to suggest that the General Course provided in the Ontario secondary schools either in the 1870's or in any decade since has been an unqualified success. The tendency has been to give first priority to what is needed to render efficient the Academic Course, and far too many students have wrestled with Latin, French and Trigonometry whose interest and talents called for more practical subjects. But the explanation for such misdirection and for the preponderant concern for the university preparatory course is to be found in the realm of social attitudes. In Ontario, as in many other places, it has always been difficult to convince parents that the university preparatory course is not the most suitable choice for their particular son or daughter.

But courses other than the university preparatory have always been available and the record of the Department of Education in providing for alternatives has been reasonably good. Commercial Departments were authorized in 1891. Manual Training and Household Science were introduced



at the turn of the century. In 1897 High School Boards were empowered to establish technical schools. By 1904 Manual Training, Household Science, Art and Agriculture were listed as Courses, along with four others -- University Matriculation, Teachers' Non Professional Certificate, Commercial, General. In 1907 Agriculture, which had been flirted with as a secondary school subject since 1847, was at long last placed on a solid footing, a two-year course taught by graduates of the Ontario Agricultural College being introduced at the Essex High School near Windsor and at the Collegiate Institutes at Lindsay, Perth, Morrisburg, Collingwood and Galt. In 1911 the Department appointed a Director of Elementary Agricultural Education.

The Department had earlier appointed (1901) Albert Leake as Director of Manual Training and Technical Education but as he gloomily pointed out in his fifth annual report (1905) not much was being accomplished. Noting that in addition to his own annual reports there had been special reports on technical education in 1871, 1889, 1899 (two), 1900, 1901 and 1902, he commented that none of these had received the attention it deserved. His present report was presented "with the hope that it will meet a better fate and that neither apathy, indifference nor mistaken economy will prevent earnest consideration of the suggestions made". Leake's fifth report received no better fate than its predecessors but a change did occur as the result of yet another report submitted in 1910. This was Education for Industrial Purposes prepared by John Seath, who had been appointed Chief Director of Education in 1906, and who had been commissioned in 1909 to report upon and submit a plan for a practicable system of technical education for Ontario. Most of his recommendations were implemented in The Industrial Education Act of 1911



which among other things provided for the appointment of a Director of Industrial and Technical Education and for the establishment and support of both day and evening Technical and Industrial Schools.

The first Director was F.W. Merchant who spent a full year studying vocational education in Europe and North America before actually assuming his duties in September, 1913. Despite the failure of the Federal Government to act until 1919 upon its proposal of 1913 to provide substantial financial support for provincial programmes of vocational training, and despite the slow-down and disruption of the new programme that was the inevitable consequence of the war years, the progress made during Merchant's ten years as Director was extraordinary. By 1923 there were 16 vocational schools in the Province with a full-time enrolment of nearly 7,000 and a part-time enrolment of just under 1,000. Over forty branches of instruction were available at one or more schools -- among them plumbing, printing and bookbinding, industrial design, horology, millinery and power plant operation. In addition 33,000 persons were enrolled in the Evening Vocational Classes offered in these sixteen vocational schools and in thirty-four collegiate institutes or high schools which had developed vocational courses; as an example, 508 evening students were taking Printing and Bookbinding in thirty different schools.

The expansion of vocational training continued throughout the 1920's and 1930's -- by 1928 there were 42 day vocational schools and a full-time enrolment of 21,604 and by 1938 there were 62 with an enrolment of 36,481. The movement was encouraged both by the raising of the upper age of compulsory schooling in 1919 from 14 to 16 and by the passing of The Apprenticeship Act of 1928 which placed responsibility



for the academic portion of the apprentice's programme upon the technical schools. Enrolment increased rather than decreased during the depression years for obvious reasons.

It is important to recognize that this whole development of vocational training took place within the framework of the secondary school -- there was no parallel development of vocational training at the post-secondary level until after World War II. It could be argued that the secondary school vocational programme introduced and implemented by Seath and Merchant was too successful and that much more of it should have been developed outside and beyond the high school. But certainly during this period neither the Department of Education nor the school boards of the Province could be accused of apathy, indifference or mistaken economy in their attitude towards technical education.

One other matter deserves comment in reviewing the development of secondary education in Ontario between 1867 and 1965 -- the heavy emphasis that has been placed upon departmental examinations as a means of maintaining -- or raising -- standards. Since departmental examinations are an example of central rather than local control, the "examination incubus" has often been regarded as the triumph of bureaucracy over the individual. The case was classically put by E.G. Savage, an English inspector who spent six months on exchange with the Ontario Department of Education in 1926:

Centralisation is complete in Ontario. The Department of Education regulates the subjects to be taken, the length of time for which some of them at least may be studied and the year in which they shall be studied; it issues syllabuses in each subject and prescribes text-books which must be used. Finally it examines the product. Little or nothing is left to the initiative of the Principal or of the teachers. All that



is necessary is for the teachers, all trained in the same professional school, to follow the syllabus and the textbook, and to see that the facts enshrined therein are known. This is what is, for the most part, done. Pupils of the most ordinary intelligence can then scarcely fail to pass the examiners. Unhappily the adventurer electing to stray afield will receive no credit for his adventures and indeed places himself under a handicap by his wanderings.

There are historical reasons for this high degree of centralisation. It may well have been suited to earlier days when schools were small, and before a tradition of scholarship had been built up. Unhappily it prevents such a tradition from becoming established. It obviously still has its value in the case of small schools with two or three teachers, not perhaps highly qualified in any sense. For these the departmental requirements afford a crutch without which the school would be indeed a lame affair. In this sense the minutely regulated curriculum serves a useful purpose in that it makes possible the establishment of secondary schools in very small places and guarantees that they shall reach a minimum standard. The unfortunate results are that the minimum tends to become the normal and the able teachers in the large Collegiate Institutes in the big cities find the crutch a handicap. It prevents them from going at more than a walking pace, and entirely prevents excursions off the common track. The Collegiate Institutes number on their staffs many teachers of real ability, artists in their various subjects who are capable of creative work, but these find little scope for their abilities and in the course of a few years they tend to become reconciled to the dull round and settle down to become cogs in the machine. There is complete uniformity of method, and at length comes a lack of interest in other methods and in other text-books. The machine works but it has a tendency to get into ruts from which the overworked officers of the department have no time to spare from routine work to get it out.<sup>1</sup>

Certainly in 1926 departmental examinations had a familiar ring for the student who made his way to the end of the secondary school course. He could have been required to write four complete sets -- the

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<sup>1</sup> Secondary Education in Ontario. (Toronto: Department of Education, 1928), 67-68.



High School Entrance Examination and the examinations at the end of Lower, Middle and Upper School. By 1926, however, the recommendation of the elementary school principal could be accepted in lieu of the High School Entrance and two-thirds of the students who obtained entrance that year were admitted on this basis. An even higher percentage were granted standing for Lower School on the teacher's recommendation. In 1932 the principle of recommendation was extended to Middle School or Junior Matriculation. In 1935 it became possible to be recommended for Upper School or Senior Matriculation papers, and for the next four years it was theoretically possible to enter university without ever having faced an external examination. In 1940 the Senior Matriculation examinations became again obligatory, for all students, although for a time there were special wartime provisions for those who enlisted or worked on farms. In 1940 the examination for Junior Matriculation was withdrawn and in 1949 that for High School Entrance. Since 1950 the only Departmental examinations have been those for Senior Matriculation. In 1964-65 the teacher's term mark was assigned a value of 25% in the final standing assigned the student at Senior Matriculation. For 1965-66, this has been raised to 35%.

Clearly the practice has changed since Savage's visit -- perhaps his was a report which did receive the attention it deserved. But though there are now far fewer examinations, the examination incubus remains and the complaints about the importance attached to the one remaining set are frequent and vigorous. This is because the passing of the Senior Matriculation examinations is the only route into a university, and these examinations become, therefore, a particularly crucial test for the student and one of a type with which he has had no previous



experience. The introduction of the teacher's term mark into the determination of final standing is in part designed to distribute the stress. The main purpose for taking the teacher's mark into account is, however, to correct the situation of which Savage complained. If the examination paper is not the sole criterion for determining the student's standing, the able teacher can go at more than a walking pace and he can take excursions off the common track.

Finally it should be noted that Savage was accurate in his assessment of how the departmental examination had come to occupy such a prominent position in the educational system of Ontario. In 1867 there were 102 secondary schools; by 1926 the number had risen to 442 and over 200 of these were continuation schools with one or two teachers. In these latter schools at least there were many teachers in 1926 who did need a crutch.

Today the movement to consolidate small rural schools into large district high schools is well advanced, and this argument in favour of retaining departmental examinations has lost its force.



C: Higher Education

It has already been noted that a number of universities and colleges received legislative grants in 1867, specifically Queen's, Victoria, Trinity, Ottawa, Regiopolis and St. Michael's. It may not have been noticed that the University of Toronto was not among them despite the fact that it was -- officially -- the Provincial University. Toronto was, however, the beneficiary of an endowment of approximately 225,000 acres of crown land which had been authorized in 1798; and in 1867 the income it received from this source and from tuition fees was sufficient to its needs. The other universities had been attempting to obtain a share of this endowment since their respective establishments and the grants they had been receiving from the Legislature could be described either as consolation prizes or as sops to the legislative conscience. The argument against providing them with a share of the endowment was that as denominational institutions they were not eligible to benefit from a fund which had been established for the advancement of higher education for all the people of the Province. The provincial university, it was argued, was open to all, and a denomination's decision to establish its own university was one for which it must bear full financial responsibility. It was precisely this line of reasoning which led the Government in 1867 to announce that no further grants would be made to denominational institutions after 1868.

The Government's support for higher education during the next quarter century was confined to those institutions which it itself established and controlled, the College of Technology, which was soon renamed the School of Practical Science, and the Ontario College of Agriculture. The former, which opened in Toronto in 1872, was from



1875 closely associated with the University of Toronto. Its permanent building was constructed on the University of Toronto campus in 1878 and several of its professors were members of the University College staff. In 1889 the School of Practical Science entered into affiliation with the University of Toronto and its students began to receive University of Toronto degrees. But until 1906, when it became the Faculty of Applied Science and Engineering, its budget was quite separate from the University's and control was exercised from Queen's Park. Since the Ontario Agricultural College, which was established in 1874, was located sixty miles away at Guelph, its association with the University of Toronto was not nearly so close, but in 1888 it also entered into affiliation and for the next seventy-five years its graduates also received University of Toronto degrees. But again the budget was quite separate. From the outset until the establishment of the University of Guelph on July 1, 1964, responsibility for the Ontario Agricultural College rested with the Provincial Department of Agriculture.

The establishment of these two professional schools in the early 1870's was, of course, a recognition of the growing importance of science and technology and it was this same awareness which convinced the University of Toronto in 1883 that the time had come when its endowment income was no longer sufficient to enable it to fulfil its provincial role. This income was adequate to the needs of an institution offering the traditional liberal arts subjects, but not for one which was expected to have proper laboratories for teaching and research in the physical and natural sciences. The proposal that it should receive an annual grant led to a general discussion of the university situation in the



Province in which all institutions participated, for the problem of how to meet the costs of science was not confined to Toronto. Out of these deliberations evolved the University of Toronto Federation Act of 1887.

This Act enabled a university entering into federation with the University of Toronto to provide for all the needs of its arts and science students at relatively little cost to itself. The instruction it would henceforth provide would be confined to Theology, which it would carry on independently and within the framework of its own degree-granting powers, and to six subjects in arts -- Classics, English, French, German, Orientals and Ethics -- which it would offer in the context of an arts college within the University of Toronto's Faculty of Arts. The University would assume responsibility for all other instruction offered in the Faculty of Arts including the expensive area of science, as well as in all professional fields except Theology. Victoria University's decision to accept this arrangement in 1890, one which necessitated a move from Cobourg to Toronto, transformed this ingenious theory into a practical fact. Trinity University followed suit in 1904 and St. Michael's College, which had entered federation on a somewhat different basis in 1887, attained equivalent status in 1910<sup>1</sup>.

When the University of Toronto for its part agreed to the Federation Plan it assumed that it would receive from the Government an

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<sup>1</sup> The Federation Act also made provision for the federating of theological colleges which were not engaged in undergraduate work. Knox and Wycliffe Colleges entered federation on this basis in 1887 and 1890 respectively. St. Michael's, which since 1881 had been affiliated to the University of Toronto, was not prepared until 1910 to offer all six of the college subjects. From 1887 on it taught some of these but not all.



annual grant to enable it to finance the additional costs of its necessarily much expanded operation. But it was not until 1901 that any grant in support of its teaching departments was forthcoming and not until 1907 that the annual support could be described as substantial. In the meantime, the Government had begun in 1893 to provide grants in support of the Kingston School of Mines, which was in effect -- and in 1916 became in fact -- Queen's University's Faculty of Applied Science. In 1909 an additional grant was made to Queen's for the Faculty of Education which, at the request of the Government, it had agreed to establish, and in 1913, the year after Queen's had removed its denominational ties, there was a grant for general purposes. Commencing in 1915 Western University at London, also by this time an undenominational institution, began to receive grants for general purposes -- for three years before this it had received a grant for its Institute of Public Health. The role of Queen's and Western as public institutions in the eastern and western parts of Southern Ontario was emphasized by a Royal Commission in 1920, and their "right" to an annual maintenance grant confirmed. In 1939 the amount was \$250,000 for Queen's, \$260,000 for Western. Toronto's grant in the same year for operating purposes was \$1,316,000.<sup>1</sup>

Commencing in 1947, when a grant was made to the University of Ottawa for its Faculty of Medicine, the Government began to develop the policy of providing funds in support of both capital and operating

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1 The figures are presented solely for purposes of comparison. In 1939 Toronto also received \$572,638.43 in statutory grants, for the most part related to capital expenditures. It also received grants in connection with the Royal Ontario Museum, the Connaught Laboratories and the Ontario College of Education.



expenses to all universities of the Province not under denominational control. In three instances -- Ottawa, McMaster, Windsor (then Assumption) -- the grant for a number of years was made to an institution which was still under denominational control but specifically for the support of work (medicine, engineering, pure science) which could under no stretch of the imagination be described as "denominational" -- in the case of McMaster and Assumption such grants were actually made to a separately governed affiliate. All three of these institutions are now undenominational and grants are made for general purposes.

The sixteen degree-granting institutions which are operating in the Province today are in striking contrast to the five which existed in 1939, but the expansion is in one sense less dramatic than at first appears. Four of the new universities existed in embryo form within the five universities of 1939: the University of Guelph as the Ontario Agricultural College, affiliated with the University of Toronto; the University of Windsor as Assumption College, an affiliate of the University of Western Ontario; and the University of Waterloo and Waterloo Lutheran University as Waterloo College, another Western affiliate. Two others are outgrowths of institutions active in 1939 -- Osgoode Hall Law School established in 1889 and Laurentian University, one of whose federating elements originated in the Collège de Sudbury, established in 1913. Of those created since 1939 only two -- Brock and Trent -- began de novo as chartered institutions. Carleton received a charter in 1952 after a decade of operation, initially as an institution for part-time students, Lakehead (1962) evolved from an institute of technology established by the Department of Education in 1948, while York's charter of 1959 was granted with the proviso that it would be for its



first four years an affiliate of the University of Toronto. In Ontario, universities tend to develop by subdivision and transformation rather than by spontaneous combustion.

In a sense this is an indirect consequence of the Federation Act of 1887 which demonstrated both the advantages and the feasibility of institutional cooperation. No other Ontario university has adopted Toronto's particular type of federated structure but almost all have experimented with some kind of federation or affiliation arrangement or -- as in the case with three of the recently established institutions, Brock, Trent and York -- are in the process of developing a college system. The exceptions are Carleton, Lakehead and Osgoode Hall.

Thus both McMaster and Windsor (when Assumption) adopted the stratagem of creating an undenominational affiliate (Hamilton College 1948-57, Essex College 1956-62) with which the University could share instructional responsibility in an attempt to resolve the financial problem faced by a denominational institution which because it is denominational cannot qualify for provincial funds. The University of Waterloo owes its origin to a similar attempt; in 1957 Waterloo College, a Lutheran controlled affiliate of the University of Western Ontario, arranged for the establishment of the independently controlled Waterloo College Associated Faculties, the plan being for the latter, which would be eligible for provincial grants, to provide courses in science and engineering while Waterloo, severing its ties with Western, would offer arts and theology. This scheme did not work out, but it did have the effect of creating the University of Waterloo (from the Waterloo College Associated Faculties) and Waterloo Lutheran University (from Waterloo College). The University of Waterloo has subsequently adopted a federated



structure which approximates the Toronto model: the University of St. Jerome's College, a Roman Catholic institution which dates back to 1864, is a federated university, and there are three affiliated colleges -- Conrad Grabel (Mennonite), Renison (Church of England), St. Paul's (United Church) -- which also provide some instruction in arts.

As has been noted, both Assumption and Waterloo Colleges, the forerunners of Windsor and Waterloo-Lutheran, were at the time they received charters affiliates of the University of Western Ontario, associations which began in 1919 and 1925 respectively. The Western plan differed from Toronto's in that the affiliate college taught all the subjects in the arts and science curriculum; the students at Waterloo and Windsor wrote the same examinations as the students at London and received the Western degree. Western also has three affiliated colleges on its own campus, Brescia (a Roman Catholic college for women), St. Peter's Seminary College of Arts (a Roman Catholic college for men), and Huron (Church of England) which offer undergraduate work at both general and honours level in cooperation with the University's Faculty of Arts and Science.

We have also noted the unusual alliance of institutions at Guelph -- the Ontario Agricultural College and the Ontario Veterinary College (each separately affiliated with the University of Toronto) and Macdonald Institute, a division of the Ontario Agricultural College, all three financed by the Department of Agriculture and from 1961 until the establishment of the University of Guelph in 1964 called the Federated Colleges of the Department of Agriculture. Still to be mentioned are the University of Ottawa, which since 1932 has had in St. Patrick's an Associated College which offers courses leading to a number of University of Ottawa degrees parallel to those of the University itself and which



is autonomous in administration and financial matters; Queen's University at Kingston, which has in the Queen's Theological College an affiliate; and Laurentian University of Sudbury, with which are federated (not affiliated) Huntington University (United Church), Université de Sudbury (Roman Catholic) and Thorneloe University (Church of England). Each of the federated universities offers courses in philosophy and religious knowledge within the undergraduate programme in arts and science.

While it is relatively easy to document Ontario's extensive experience with various kinds of affiliation and federation arrangement and to relate this to the ease with which new universities have been established in recent years, it is very difficult to establish that the University of Toronto had any necessary influence on these events. The developments at Western Ontario, Laurentian and elsewhere might very well have happened even if the Federation Act had never been passed. However, there is no doubt whatsoever that another University of Toronto movement of the 1880's had a direct, powerful and continuing influence on higher education in the Province and on teacher training and secondary school education as well. This was the development of honours courses in arts and science.

The beginnings of the honours course system, which is such a distinctive feature of the Ontario educational scene, can be traced to the late 1850's when students in the B.A. course at the University of Toronto were permitted to drop certain courses if they were pursuing honours in certain others. For years Toronto, Trinity and several other Canadian institutions had been awarding prizes in particular subjects for students who wrote special examinations on work not prescribed in the



regular course. The "candidate for honours" simply did additional work. What was novel about the Toronto arrangement was that the student who wished to do additional work in certain subjects was excused from doing the regular work in certain others.

The innovation came under attack from the representatives of other Ontario universities when the affairs of the University of Toronto were being investigated by a Select Committee of the Legislature in 1860. Daniel Wilson, Toronto's professor of History and English Literature, explained to the Committee why the step had been taken:

Let me say, once and for all, that Options have been introduced into the University scheme ... as the only means of adapting higher education to the practical requirements of a new country like Canada. By means of these a youth after two years of Collegiate Study, is permitted to select his later studies with a special view to his final destination in life. ... A student who goes through the whole Classical Course at the University will compare favorably with a Graduate of equal ability in any other University in the British Empire; and if, in the exercise of Option he abandons Classics at the prescribed point in this Course, he can only do so, in order to take, in lieu of Classics, the defined substitutes of Modern languages, Natural Sciences or Mathematics, which will no less train his mind, and in many cases will supply him with far more useful requirements for the course he is to pursue. The English universities under their old rigid system turned out a class of educated men; but the Scottish university system by the very laxness which left the students' choice of studies so much to himself, as practically to amount to a comprehensive System of Option has made an educated people, and the latter I conceive is what Canada desires.<sup>1</sup>

Despite a month of hearings, this parliamentary committee reached no decision about anything. Wilson and his colleagues were left free to continue with their experiment.

By 1877 they were able to announce in the Calendar that "there are two ordinary modes of proceeding to the degree of B.A., viz: (1) by

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<sup>1</sup> University Question: The Statements of John Langton ... and Professor Daniel Wilson .... (Toronto, 1860), pp. 87-88.



taking a Pass Course; or (2) by taking an Honour Course." There were five honour courses (or departments as they were then called): Classics, Mathematics, Modern Languages with History, Natural Sciences, and Mental and Moral Philosophy with Civil Polity. Whichever of the two modes the student selected in proceeding to his degree, his course was largely prescribed -- so many years of pass English, so many years of honours English, so many years of French or German, so many years of French and German. The element of choice was in the selection of the course, not within the course itself. A higher standard was also expected of the student taking an honour course; a student who failed in honours could be transferred to the pass course.

As the years went by, additional honour departments or courses were authorized -- Oriental Languages in 1888, Political Science in 1891, History and also English and History in 1895. By 1904 there were fourteen, by 1939 thirty-one, by 1965 thirty-seven. In 1965 just over half the students in the Faculty of Arts and Science were enrolled in an honours course.

As will be explained in the section on teacher training, the development of honours courses received a strong stimulus in the 1890's with the decision of the Department of Education to base the academic qualifications for the secondary school teaching specialist certificate on the possession of an honours degree, and since this decision has never been changed the stimulus has continued for over seventy years. In particular, this influenced the universities other than Toronto to offer honour courses as well as the pass, general or fixed course to which some of them were -- and perhaps still are -- primarily devoted. The position of Queen's in the late nineteenth century is a case in point:



One of the points at issue between Toronto and the outlying universities was the comparative merits of the special and the fixed courses. Speaking broadly, University College laid stress on honour work, and to give students opportunity to pursue certain lines with some thoroughness, permitted them to omit certain other studies, or at least to be content with a slighter acquaintance with them. The outlying colleges prescribed a fixed or balanced course, which all were obliged to take. It provided an excellent general education, but nowhere gave specialized instruction, while the University College honour courses took students a reasonable length into the department of their choice, at the risk, as the outlying colleges invariably pointed out, of leaving them ill-informed on other essential subjects. The honour course met with the approval of the provincial education department, as well as of the general public, and the absence of honours in the degrees of the outlying institutions was one reason for the preponderance of Toronto men in the high schools. Grant now moved towards the honour course by instituting a system of options which at first enabled students to lean towards the side of the curriculum which their tastes caused them to prefer. The tendency continued as the staff was increased, until at length Queen's carried the principle of specialization to considerable lengths.<sup>1</sup>

An honours programme was offered at Queen's in five departments in 1879 but it was not until the 1890's that the courses became clearly defined. Victoria, which had permitted additional work for honours since 1861, announced honours courses in Classics, Moderns, Orientals, Mathematics and English and History in 1884. In the same year Trinity increased by three the subjects available for the B.A. with honours, which had been offered since 1854. In 1885 Ottawa introduced a B.A. with honours in five areas. McMaster, on opening in 1890, made provision for honours for students who were able "without undue effort" to reach and maintain a standard of 75 percent in the regular course. Honours courses were available at Western when its Faculty of Arts, which had had a brief existence in the 1880's, was reopened in 1895. Without exception, universities which have been opened since 1939

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<sup>1</sup> W.L. Grant and F. Hamilton, Principal Grant. (Toronto, 1904), 240-241.



have made provision for honours courses.

In the 1860's and 1870's the honours courses at Toronto required the same number of years to complete as the general or pass course but by 1890 they involved an extra year. This pattern was followed by the other universities as they developed their honours courses. The apparent consequence has been the addition of a year of study for graduate degrees since the universities, again led by Toronto, which was the first university in the Province to develop a large school of graduate studies, have tended to demand the honours B.A. for admission to the one-year M.A. or M.Sc. programmes and to require of applicants with a General B.A. or B.Sc. a special make-up year. Since admission to the doctoral programmes is based on possession of a master's degree, it too, apparently, has been lengthened. However, an examination of the age of students receiving the honours B.A. reveals that a very large number are twenty-one, indicating sixteen years of schooling from entry to Grade 1 at age six. The explanation lies in the fact that about 20% of the pupils entering Grade 1 complete the thirteen grades in twelve years having accelerated at some stage along the way. The accelerators are, of course, the intellectually gifted group and the ones who are most likely to proceed to university.



D: Teacher Training

It was not necessary in 1867 to take any formal instruction in order to be certified as a teacher. The only course offered was that provided at the Normal School at Toronto, one which lasted for five months and which was offered twice each year. But more than half of the over 5,000 candidates who had been admitted to the Normal School since its establishment in 1847 had already had practical experience as teachers and were the possessors of a County Board Certificate. A proportion of them presumably had "attended" one of the Township Model Schools: these were simply elementary schools which, by authority of The Common School Act of 1850, a municipal council could designate as a school where teachers or potential teachers could observe what was going on.

The objectives of the Normal School which was located at Toronto and of the two model schools (one for boys, one for girls) appended to it for purposes of observation and practice teaching were clearly stated by the Chief Superintendent in his Annual Report for 1867:

The Normal and Model Schools were not designed to educate young persons but to train teachers, both theoretically and practically, for conducting schools throughout the Province in cities and towns as well as townships. They are not instituted, as are most of the Normal Schools in both Europe and North America, to impart the preliminary education requisite for teaching. That preparatory education is supposed to have been attained in the ordinary public or private schools. The entrance requirement to the Normal School requires this. (18; the italics are Ryerson's)

That the entrance requirement was taken seriously can be deduced from the fact that 24 applicants were rejected for the two sessions of 1867 (277 were admitted). On the other hand, we have noted earlier that



secondary education in Ontario was not established on a firm basis until the passing of the 1871 Act; "the preliminary education requisite for teaching" must surely extend beyond the elementary school. What is of particular significance here, however, is the heavy emphasis upon professional training. "The object ... is ... to do for the teacher what apprenticeship does for the mechanic, the artist, the physician, the lawyer -- to teach him, theoretically and practically, how to do the work of his profession." This view has characterized the approach to teacher training adopted by the authorities in Ontario from 1847 to the present day.

Ryerson had endeavoured to provide comparable training for secondary school teachers but his efforts had been unsuccessful. The Model Grammar School which was opened in 1858 was closed for want of students in 1863. The first of two attempts (there was a second in 1880) to convert Upper Canada College, a private school whose endowment derived from public funds, into a model school aborted in 1860. The majority of grammar school headmasters and assistants in 1867 had a university degree, and a number of others had the Normal School certificate. It must be remembered, of course, that until 1871 the grammar schools were only vaguely under public supervision.

In 1872 Ryerson proposed three additional normal schools -- at London, Kingston and Ottawa. Had this proposal been adopted, it is possible that normal school training would have been required of all elementary school teachers. But only one Normal School was added -- at Ottawa; instead, County Model Schools were introduced in 1877. The county model school, of which there were 47 by 1880, was a development from the old township model school -- an elementary school where



observation and practice teaching could be carried out under the supervision of the principal and his staff. The model school "course", which ran for fourteen weeks from September to December, led to the Third Class Certificate which was granted by the county and which was valid for three years. Initially, the time the principal could devote each day to his students-in-training was limited to the period before 9:00 a.m. and after 4:00 p.m. since he continued to carry full responsibility for his duties as principal, which in those days included a full teaching load. But in 1885 he was freed for half-a-day during the model school term, and by 1907 when it was decided to close the county model schools he was normally devoting his whole attention during the fourteen weeks to the students-in-training.

According to McCutcheon, the establishment of county model schools was a practical necessity which produced practical results:

For thirty years, the County Model Schools performed a useful service in the interests of elementary education. During that time they prepared more than thirty-six thousand teachers for the elementary schools. Their popularity was due in no small measure to the fact that they were easily accessible and relatively inexpensive. They introduced the idea of compulsory training for teachers. When these schools were inaugurated in 1877, only seventeen per cent of the teachers in the province then employed in the public schools had any professional training whatsoever. At that time it would have been impractical to have required normal school training for every teacher. The essential requirement was that all teachers should be provided with some professional training, and this the County Model Schools were able to supply.<sup>1</sup>

Practical necessity often does lead to practical results, but how practical is practical? The establishment of the county model schools

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<sup>1</sup> J.M. McCutcheon, Public Education in Ontario, p. 217.



insured that there would be teachers for the schools of the province, but whether they were good teachers or not is a different question. Certainly many of them were birds of passage. The Third Class Certificate was only valid for three years; to obtain a permanent certificate -- either First or Second Class -- it was necessary to attend a normal school. Since the average annual attendance at the county model schools during the thirty years of their existence was 1,200 while the average attendance at the normal schools during this same period was 300, it can be seen that the drop-out rate from the "profession" was extraordinarily high. Karr's comment is apt:

Here was an example of great educational waste. The training schools were devoting their energies to training teachers, three quarters of whom gave only three years or less of service in return for that training. The frequent change of teachers in the schools, with the resulting loss of time in making new adjustments, still further increased this educational waste. It was apparent that this waste could be prevented only by requiring a longer period of training, granting a permanent certificate upon its completion, and thus encouraging a longer period of service in the profession.<sup>1</sup>

In 1908 Ryerson's proposal of 1872 was in effect adopted. Three normal schools were opened that year (Hamilton, Peterborough, Stratford) and a fourth at North Bay in 1909. This brought the total to seven since a normal school at London had been opened in 1900. The county model schools had been abolished, but a few Provincial Model Schools, under the direct control of the Department of Education, had been established for the benefit of rural school sections which were unable to pay salaries sufficient to attract normal school graduates. The graduates of these provincial model schools, which were discontinued

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<sup>1</sup> W.J. Karr, The Training of Teachers in Ontario, p. 9.



in 1924, received a Limited Third Class Certificate valid for five years. In 1907 the Department had also authorized the first of several English-French Model Schools, whose graduates received a Third Class Certificate valid for three years in schools in which French as well as English was an official language of instruction. But the great majority of teachers now attended one of the normal schools where they took a course which since 1904 had been lengthened to a full academic year and which normally led to an interim Second Class Certificate that became permanent after two years of teaching deemed "successful" by the inspector.

From 1875 to 1890 the Normal Schools offered a second course of five months, for which the Second Class Certificate was prerequisite, leading to the First Class Certificate, but in 1890 this work was taken over by the School of Pedagogy established in that year for the training of secondary school teachers. The First Class Certificate course was again offered in the normal schools from 1920 to 1936. In the latter year the Second Class Certificate course was discontinued in all but one of the normal schools and a single course was henceforth offered leading to the Elementary School Teachers Certificate. The exception was the University of Ottawa Normal School, which had been opened in 1928 to serve the needs, hitherto somewhat gropingly provided for by the English-French Model Schools, of schools where French was a language of instruction. The Second Class Certificate has been retained for the graduates of the one-year course provided for students admitted from Grade 12 by the University of Ottawa and, since its establishment in 1963 to share in this work, by the Sudbury Teachers' College.

But let us return again to the decision of 1877 which "for practical reasons" postponed for thirty years the concentration of



elementary school teacher training in the normal schools. What were the consequences, both practical and theoretical, of this decision? One certainly was the division of members of the profession into first, second, and third class citizens. A second was the encouragement of the emphasis upon professional training. Had the normal schools been required in the last quarter of the nineteenth century to provide a course for the majority rather than the minority of potential teachers, it is entirely possible that the resulting course would have included a substantial amount of academic content since many of the potential teachers would have been recognized as deficient in that "preliminary education requisite for teaching" to which Ryerson in his 1867 Report referred. What in fact happened was that the normal school programme of 1867 had forty more years to develop its methodological emphasis. And when in 1908 the normal schools were faced with the necessity of providing for the preparation of all elementary school teachers, the mould was set. Has there been any fundamental change in the essential emphasis of the basic course offered to elementary school teachers in Ontario in the past one hundred years? Karr's description of the course in 1916 indicates no change in the first half-century and the comment of McCutcheon in 1941 brings us within twenty-five years of the present:

The whole Normal School programme, including instruction in teaching technique, academic reviews, practice-teaching, and opportunities for observation, is now so organized as to contribute in the most economical and effective manner to the technical and professional equipment of the teachers-in-training."<sup>1</sup>

Recent graduates of the teachers' colleges, as the normal schools have

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<sup>1</sup> Karr, The Training of Teachers in Ontario, pp. 19-34; McCutcheon, Public Education in Ontario, p. 226.



been called since 1953, tell me that what Karr and McCutcheon describe has a familiar ring.

It is possible, too, that an expansion of the normal schools in the 1870's would have led to the linking of elementary and secondary school teacher training in Ontario and to the avoidance of the complete isolation of the normal schools from the universities. Certainly the times were propitious for joint action in the field of education. It was in the late 1870's and early 1880's that there developed for the first time an interest in the study of education as an academic subject -- Compayre at the Sorbonne, Laurie at Edinburgh, Quick at Cambridge, G. Stanley Hall at Harvard and Johns Hopkins. Education was one of the subjects proposed for the B.A. in the University of Toronto Federation Act of 1887.

It was also in the 1880's that provision was made in Ontario for the training of secondary school teachers. An act of 1885 authorized the establishment of Training Institutes, somewhat on the model of the county model schools -- attendance at a specified collegiate institute during the fall term, with opportunity for observation and practice-teaching and specific instruction in the teaching of high school subjects. The combination of few applicants, lack of professional training for this type of work on the part of the instructors (the principal and staff of the collegiate) and some inevitable interference with the regular programme of the collegiate resulted in the discontinuance of the Training Institutes in 1890 and the establishment of a School of Pedagogy in their place. This School was located in the Toronto Normal School and it failed to develop partly because the facilities for practice-teaching were



inadequate and partly because the programme remained a voluntary one. Both of these limitations were removed when in 1895 certification of high school teachers became obligatory and when in 1897 the School was transferred, as the Ontario Normal College, to Hamilton, where it was closely associated with the Hamilton Collegiate Institute, whose principal was also its principal and whose department heads were its lecturers. The only problem now was that the instructors were engaged part-time in the work of the Normal College. Hence in 1907 the discontinuance of the Ontario Normal College and the establishment of Faculties of Education, with full-time staffs, at Queen's University and the University of Toronto. Both faculties were financed by the Department of Education. In 1920, the Queen's Faculty was discontinued and the Toronto Faculty transformed into the Ontario College of Education. For the next forty years all secondary school teacher training was concentrated in this College, which continued to be financed by the Department of Education.

There was surely the possibility in the 1890's when the School of Pedagogy was housed in the Toronto Normal School, for teacher training to be viewed in the round and as a continuing process rather than in segmented and static fashion. Perhaps the chances would have been better if the Normal School's nose had not been pressed quite so closely to its own little grindstone as would not have been so inevitably the case if it had been concerned with all elementary school teachers rather than a small proportion of them. In any event the opportunity was not seized upon and the two branches of teacher training in Ontario went their separate ways. In due course the secondary school branch developed a connection with the universities. The elementary branch has



yet to do so.

It will be recalled that what originally distinguished a collegiate institute from a high school and that placed it therefore in a preferred position with respect to the annual grant was the presence at the former of four teachers and a minimum of sixty students pursuing the classics. On January 1st, 1885 the ground rules were changed; henceforth the following conditions were required:

- (1) Suitable school buildings, outbuildings, grounds and appliances for physical training [the physical education requirement was the novelty here].
- (2) Library, containing standard books of reference bearing on the subjects of the programme.
- (3) Laboratory, with all necessary chemicals, and apparatus for teaching the subjects of Elementary Science.
- (4) Four Masters at least, each of whom shall be specially qualified in one of the following departments: Classics, Mathematics, Natural Science and Modern Languages, including English.
- (5) The other members of the teaching staff must possess such qualifications as will secure thorough instruction in all subjects of the curriculum of studies for the time being sanctioned by the Education Department for Collegiate Institutes.

One of the reasons for establishing the Training Institutes in 1885 was to provide for the qualification of the "specially qualified Masters"; sixteen of the twenty-one students who attended the first year qualified as specialists, and of the 184 who attended the Training Institutes during the five years of their existence more than three-quarters obtained specialist standing -- 47 in Mathematics, 29 in Classics, 28 in each of English and Modern Languages (French & German)



and 14 in Science.

Responsibility for the preparation of specialists was assumed by the School of Pedagogy when it replaced the Training Institutes in 1890. By 1893, a collegiate institute was required to have a specialist in each of the four departments and the specialist was required to have both professional and academic qualifications. On the professional side he was required to take a special course in the methods of teaching his high school subject or subjects and a higher standard was required of him than of the non-specialist at the professional examination. The academic qualification was the Senior Leaving Certificate, which was obtained by passing examinations based on a portion of the curriculum of the appropriate departments at the University of Toronto. Thus, for

- (a) English and History -- the honour English course of the first and second years, and the pass courses in English and History of the four years.
- (b) Mathematics -- the pass and honour courses in Mathematics and Physics of the first and second years.
- (c) Classics -- the pass and honour courses in Classics of the first and second years.
- (d) French and German -- the pass courses in French and German of the four years, with the honour examination in conversation of the third year.
- (e) Science -- either the honour course in Natural Science of the first and second years, or the honour course in Chemistry and Mineralogy of the first and second years with the Biology of the first and second years of the Natural Science course.

English, it will be noted, has been separated from Moderns, and History introduced. At first a special examination was set by the Education Department but almost immediately the University of Toronto marks were accepted as fulfilling the requirement. Next, arrangements were made



to approve comparable courses at other universities for specialist standing. Then -- in 1898 -- graduation from the appropriate honours course at the University of Toronto was required for specialist standing, with equivalent recognition being given to other universities which had courses of equivalent standard.

Possession of an honours degree remains in 1965 the academic qualification for what is now called the High School Assistant's Certificate Type A (Specialist). The requirement of second-class standing in the honours course had been added, and there are now many more specialties than the original five. But the position of 1895 remains essentially unchanged. What have been the consequences?

Since specialist standing has always been rewarded by an increase in salary and since it has long been an effective requirement for promotion to department head, principal or inspector, it has been much sought after; in the 1920's as high as seventy percent of the teachers in the public secondary schools of Ontario were specialists. (The percentage, unfortunately, is much lower today.) It has, therefore, had the effect of insuring that a high proportion of secondary school teachers have been academically highly qualified. The influence of such teachers on secondary education in the Province cannot be measured or defined, but it certainly has been substantial. It can also be said that the specialist arrangement has had a very stimulating effect on the enrolment in honours courses at the Ontario universities; had there not been this practical requirement, it is unlikely that the honours course system would have been developed in so many Ontario universities and embraced so many different fields of concentration.

There have also been consequences within the framework of



teacher training itself. In Ontario there is no mixing of academic and professional preparation; the professional training of the secondary school teacher comes after the student has completed his academic training in a degree course. There can be no doubt but that the requirement of the honours degree for specialist standing has militated against the development of combined arts and education programmes since it is essential to the idea of an honours course that for a given period of time the student's efforts should be concentrated on his academic studies.

The existence of the specialist certificate is also partly responsible for the differences in approach which have been adopted in the Province to the training of elementary and secondary school teachers. By emphasizing the academic side of the preparation of the secondary school teacher which is precisely the side which has been underemphasized in the preparation of the elementary school teacher, it has unconsciously widened the gap between them; and by buttressing the four-year honours degree programme it has, again unconsciously, directed attention away from the three-year general degree programme, which is much more within the reach of the elementary school teacher. There is another way in which the same point can be put; one of the reasons that the universities have devoted so little time to the needs of elementary school teachers is that they have devoted so much to the needs of the teachers in the secondary schools.



E: Vocational Training

In 1867 the only institutions in Ontario exclusively concerned with preparing students for a vocation were the Normal School, the Toronto School of Medicine, the Ontario Veterinary College and a number of theological colleges or seminaries. The Ontario Veterinary College was a private venture which had been opened at Toronto by Andrew Smith in 1864; so was the Toronto School of Medicine, which was affiliated with the University of Toronto and which would become in 1887 its Faculty of Medicine. The faculties of medicine and law at Queen's University were also in effect proprietary schools, since the University bore no responsibility for their financing. Two-year courses in agriculture and in engineering had been listed since 1857 in the calendar of University College, at this time the only teaching element of the University of Toronto, but few candidates had presented themselves: in 1867, only one student was examined in agriculture, and only one in engineering. In addition to theological colleges like Knox and seminaries like St. Michael's, there were faculties of theology at Ottawa, Queen's and Trinity. Some of the many mechanics institutes spread about the province may have been giving instruction in practical matters to mechanics and artisans.

During the final thirty years of the nineteenth century, there was a very considerable expansion in this area. Except in medicine, where by 1900 there were faculties at Queen's, Toronto and Western Ontario, the involvement of the universities was nominal rather than direct, taking the form of affiliation arrangements which enabled university degrees to be granted to students in independently controlled institutions. By 1900 Toronto's affiliates included two institutions



organized and controlled by the Government (the College of Technology, later the School of Practical Science, 1872; the Ontario Agricultural College, 1874), two sponsored by a profession (Royal College of Dental Surgeons, 1875; Ontario College of Pharmacy, 1882) and three conservatories of music (one in Hamilton, two in Toronto), organized in the mid-1880's. The Kingston School of Mines, established in 1893 with financial support from the Government, had been affiliated with Queen's from the outset.

Quite independent of the universities was the growth of training schools for nurses, of which there were twelve by 1900. The first of these was a school established at St. Catharines by Dr. Theophilus Mack in 1874 with a staff of two "Nightingale nurses" brought over from England and a student body of two "probationers". More important, since it established the pattern of hospital schools of nursing, was the school opened at the Toronto General Hospital in 1881; by 1890 there were similar schools at Brockville, Chatham, Guelph, Hamilton, London and Peterborough. In 1890 a school was opened at Ottawa which was independent of a hospital, the Lady Stanley Institute, but it was located adjacent to the Carleton County General Protestant Hospital and in 1901 it was absorbed by it. The other schools established by 1900 were at the Hospital for Sick Children in Toronto, St. Michael's Hospital in Toronto, and St. Joseph's Hospital in Guelph. At the latter two, the school was directed by the Sisters of St. Joseph, a Roman Catholic religious order.

The course provided for the student nurse at the Toronto General Hospital when it opened in 1881 was essentially an apprenticeship situation. She received some instruction in the wards and attended a lecture twice a week, but mostly she nursed. The "course" lasted two



years. In 1896 it was extended to three years, with formal instruction consisting of 84 hours of lectures on "practical nursing" and 119 on such subjects as anatomy, physiology, communicable diseases and obstetrics. The two-year course was the normal one in the Ontario hospital schools of nursing in 1900 and the arrangements were similar to those at the Toronto General.

By 1900 there were also in Ontario five Schools of Art, one of which continues today as the Ontario College of Art. It dates from 1876 when the Ontario Society of Artists opened a school in their own building with the assistance of \$1,000 grant from the Government. The grant, which made it possible to operate the school without tuition fees, rose steadily each year (\$4,500 in 1880), and in 1882 the Ontario School of Art and Design was transferred to the Normal School building where it was managed jointly by the Society and the Department. Its activities at this time were described in these words by a visiting Englishman inspecting technical education in North America:

The Ontario School of Art in Toronto is an institution supported by the Legislature of the Province, for the purpose of imparting special instruction, embracing subjects in science and art teaching suitable to mechanics, and bearing on their employment. There are evening classes adapted to working men. This excellent school is the commencement of an institution similar in object and appliances to our South Kensington Museum. Although in its infancy, the instruction given is evidently valued by the various trades of the city. Out of 121 students last year, one half were engaged in trades and manufactures; the remainder studying as teachers. The instruction is confined to drawing in every branch, and designing. I was particularly struck with the manifest relation between the work done in the school and industrial pursuits.<sup>1</sup>

The connection of the Ontario Society of Artists with the

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<sup>1</sup> Annual Report of the Minister of Education for 1888, p. 211



School was severed in 1884 and for the next two years it was managed by the Department of Education. In 1886 it was incorporated as the Ontario School of Art, under the terms of an act which authorized grants to art schools which complied with certain regulations of the Department of Education. By this time, too, an elaborate system of departmental examinations leading to certificates in Primary, Advanced and Industrial Art Courses and in Mechanical Drawing had been worked out which could be written by students in public and private secondary schools as well as in schools of art. In 1900, 289 students were registered for the Primary Course in the five Schools of Art, 283 in the Advanced Course, 108 in Mechanical Drawing, and 122 in the Industrial.

One other institution remains to be mentioned, the law school established by the Upper Canada Law Society at its headquarters, Osgoode Hall, in 1889. Students wishing to qualify for admission to the bar, which was and is controlled by the Society, were required to attend the school for a period of time.

There appeared in 1893 a statement by the Deputy Minister of Education which outlined the policy of the Government with respect to vocational training. It is worth quoting at length since the policy remained in effect until fairly recent times:

The design of the Government of Ontario has been to provide a general education for all classes, and such a training as will enable any student who so desires to take a professional course. With the exception of the fees required, the Academic training is provided at the public expense, but it is not the policy of the Province to provide free for students a professional education. Perhaps the only exceptions to this principle are to be found in the case of the Agricultural College and the School of Practical Science. As the interests of the farmers are largely bound up with those of the Province generally, the subject of Agriculture has due recognition in the Public School curriculum, and liberal grants from the Legislature have been made to



Farmers' Institutes. The expenditure annually made in behalf of the Agricultural College at Guelph is justified by the growing importance of a knowledge of Scientific Agriculture to the farming community, and by the high position gained by that Institution among Colleges with a similar object. Encouragement is also generously given in the Public and High Schools, as well as in the Mechanics' Institutes, to drawing as a preliminary training for various industrial pursuits, and the erection and equipment of the School of Practical Science have been demanded in view of the immense mineral resources of the Province, which are now only beginning to be fully valued.

In the case of other professions, such as law, medicine, dentistry, etc., the intention has been to require those who take up those pursuits to gain, at their own expense, the knowledge or training necessary. These professions have, however, been placed by law on such a basis as to guarantee to the public that those who follow such callings shall be persons of good education and high professional acquirements. The statutes give largely to the members of each profession the power to make regulations regarding the examinations to be passed by those desiring to enter such profession.<sup>1</sup>

Between 1900 and 1939 the main developments in the vocational field took place either at the universities or -- as has been noted earlier -- within the context of the secondary school. The Ontario College of Art emerged as the single centre for the study of art and the hospital schools of nursing proliferated.

At the universities there was sound development of medicine (particularly after the 1910 Carnegie Report) at Queen's, Toronto and Western; of engineering at Queen's and Toronto; of agriculture and veterinary medicine at the Ontario Agricultural College; of business at Western; of household science at Toronto and the Ontario Agricultural College and of architecture (within engineering), dentistry, forestry,

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<sup>1</sup> John Miller, The Educational System of Ontario, pp. 111-112.



social work and music at Toronto. Towards the end of the period library science and nursing were introduced at Toronto. Ottawa and McMaster confined their activity to arts and theology.

In 1900 the training of nurses was a venture carried on by a dozen hospitals essentially for their own benefit -- the effort guaranteed the presence of the junior staff required to carry on the work of the hospital. The Government was not involved, and neither was the nursing profession. This latter is not surprising since in 1900 there was no nursing profession in any organized sense.

A Graduate Nurses Association began to be formed in 1904; it was incorporated in 1908 and in 1925 became the Registered Nurses Association of Ontario. Its early efforts were devoted to persuading the Government that there should be official registration of all nurses. In 1914 the term registered nurse was authorized to be used by graduates of approved hospital schools of nursing and only by such graduates, but it was not until 1922 that registration became mandatory and dependent upon the achievement of specified minimum standards. The 1922 Act Respecting the Registration of Nurses in Ontario placed control with a Department of Health, which was established by the Government in 1923. It was not until 1951 that the nursing profession itself became responsible for entry to the profession. It did, however, play an increasingly important role in defining the curriculum and the regulations of the hospital schools through official representation on the Council of Nursing Education which the Department of Health established to advise it on such matters.

The number of hospital schools of nursing increased greatly during the first three decades of the new century -- there were 89 in



Ontario in 1932 when G.M. Weir's Survey of Nursing Education in Canada was published. Weir found that twenty-seven of these were in hospitals with less than fifty beds and that, despite a regulation requiring a staff of at least three registered nurses, eleven Ontario schools had staffs of either one or two. One of Weir's major recommendations was that no hospital be authorized to conduct a training school unless it had at least seventy-five beds and unless its staff included five (and preferably six) registered nurses. Action on the recommendations rested, of course, with each Province. There was action in Ontario; by 1939 the number had been reduced to approximately sixty, each of which provided a three-year course, with entry from junior matriculation. The course of study approximated the 495 hours of classroom instruction which Weir had recommended, the great bulk of these being concentrated in the first year and particularly in a "probationary period" of four to six months when the student spent most of her time in the classroom or under direct supervision.

The Ontario College of Art assumed its present name in 1912. By this time the other art schools which had sprung up in the 1880's had disappeared, their activities being absorbed within the developing programmes of the secondary schools. Early in the century, the course of study was extended to four years. By 1939 full-time enrolment had reached 140 and options were available in Drawing & Painting, Sculpture, Commercial Art and Interior Decoration. The majority of students entered with junior matriculation.

Since 1939 vocational education has been greatly developed and expanded in all the institutions so far mentioned. There are still



approximately the same number of hospital schools of nursing but the enrolment has risen from 3,998 in 1939 to 8,216 in 1964. The Ontario College of Art has found it necessary to restrict its enrolment to 1,000 students and its diploma programmes now number six: Advertising Art, Painting, Industrial Design, Interior Design and Decoration, Material Arts, Sculpture. In the universities there are now four schools of medicine (with a fifth to be opened at McMaster in 1967), eight schools of engineering, four schools of law (in addition to Osgoode Hall, which it has been announced will become the Faculty of Law at York University), six schools of Nursing, six of Physical and Health Education, two of library science (with a third to open at Western in 1968), eight of commerce and business administration, four of household science, two of social work and two of journalism. A second dental school will be opened at Western in 1967. Agriculture and Veterinary Medicine remain concentrated at Guelph, while Toronto continues to provide the only courses in architecture, forestry and pharmacy. There has also been a striking development of vocational programmes in the secondary schools. But the most significant fact of the past quarter century in the realm of vocational training in Ontario has been the creation of new institutions specifically designed to provide technological training -- institutes of technology, institutes of trades and vocational centres.

The first of these was the Provincial Institute of Mining organized at Haileybury in 1944. Actually the new institution replaced a programme which had been conducted in the Haileybury high school for nearly twenty years. Two years later a Provincial Institute of Textiles was established at Hamilton and in 1948 the Lakehead Technical Institute at Port Arthur and the Ryerson Institute of Technology at Toronto. In



the 1948 Annual Report the Minister declared that "the provision of technical education between the levels provided by the vocational schools and in the universities is now an accepted responsibility of the Department of Education." Since 1948, the Institute of Textiles has been renamed the Hamilton Institute of Technology (1956), and additional institutes have been opened at Ottawa (1957), Windsor (1958) and Kirkland Lake (1962).

All these institutes offer three year courses to students with Grade 12 standing. With the exception of Haileybury, which has from the beginning largely confined its activities to mining, and Lakehead, which has emphasized forest technology, all the institutes offer courses in engineering technology and in business administration. Hamilton also offers textile technology and industrial management. But only Ryerson has a wide range of courses -- engineering (in half-a-dozen branches), business administration, journalism, television arts, nursing, laboratory technician, home economics, and several more. And only Ryerson has developed into a large and booming institution. Its full-time enrolment in 1964-65 was 3,304 contrasted with 2,017 in the other five combined. Its part-time enrolment (evening classes) was almost four times larger than that of its rivals -- 6,500 to 1,665. The demand for places at Ryerson is so heavy that arrangements have been made with several Toronto secondary schools to provide the first year of its engineering course. The very real difference between Ryerson and the other institutes is reflected in the recent decision to give it a new name and a new status as a Polytechnic with its own Board of Governors.

A change in the arrangement for apprenticeship training led to the establishment of the Provincial Institute of Trades at Toronto in



1951. It will be recalled that the Apprenticeship Act of 1928 assigned responsibility for the academic portion of the apprentice's programme to the (secondary) vocational schools but after the war this work was largely concentrated, first, in the Training and Reestablishment Institute established at Toronto in 1945 as a rehabilitation centre for veterans and from 1948 on at the Ryerson Institute, into which the rehabilitation centre evolved. Ryerson's rapidly increasing enrolment and rapidly expanding curriculum made the transfer of this work to a separate institution both necessary and desirable, and the new Institute of Trades was the result. Steady increase in its enrolment led to its effective subdivision into three parts in 1962, the Provincial Institute of Trades, the Provincial Institute of Automotive and Allied Trades, and the Provincial Institute of Trades and Occupations. All these were located in Toronto but additional institutes of trades at Ottawa and London were planned. By the time these opened (September, 1964) it had been decided to call them Ontario Vocational Centres:

The name "Ontario Vocational Centre" was selected for these new technical institutes to provide a better indication of the scope of the vocational courses they offer. Along with the Provincial Institute of Trades, the Provincial Institute of Automotive and Allied Trades, and the Provincial Institute of Trades and Occupations, all located in Toronto, the new Ontario Vocational Centres offer courses in four main divisions: technical courses for apprentices in the certified trades, as designated by the Department of Labour of Ontario; pre-employment courses in non-certified trades and trades approved for vocational training under the Dominion-Provincial Technical and Vocational Training Agreement; two-year engineering-technical courses for secondary-school graduates; and post-secondary business and commercial courses.<sup>1</sup>

A third Vocational Centre was opened at Sault Ste. Marie in 1965 and a

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<sup>1</sup> Report of the Minister of Education, 1964, p.10.



fourth is planned at Hamilton. The Hamilton Vocational Centre will be located on the same campus as the Hamilton Institute of Technology. This represents a new policy which is likely to be adopted throughout the Province -- the provision of technological and trade training in separate but closely related institutions. However, yet another change of nomenclature is in sight: The Institutes of Technology are likely to be transformed into the Colleges of Applied Arts and Technology which were authorized by the Legislature in March, 1965.



F: Adult Education

This will be a brief section. There is nothing particularly distinctive about the way in which adult education is presently organized in the Province of Ontario and consequently little to be noted in the past which illuminates the present. The chief point to be made is that though the Department of Education has for over a century interpreted its terms of reference as extending beyond the limits of elementary and secondary schooling its efforts to provide for the educational needs of adults have been incidental and oblique rather than sharply focused and clear-cut. There has been consistent evidence of concern but also a consistent tendency to regard adult education as a matter of secondary importance and one which deserves support but not direction. In all fairness it must be said that Ontario's attitude in this regard has been the usual one. How many Canadian provinces or American states or European countries have a long record of firm policy with respect to the education of adults? And of those that do, how many have extended the policy to fields other than those reflecting the needs of the farmer?

The most obvious involvement of the Ontario Department of Education in adult education has been in the area of public libraries. As we have earlier noted, the Department in 1867 was providing books for free public libraries and mechanics institutes. An Act of 1880 placed the mechanics institutes under the jurisdiction of the Department, one of 1882 authorized municipalities to levy a property tax for the support of free public libraries, and one of 1895 converted the mechanics institutes into either free public libraries (under municipal control) or associated libraries (under private control and with a more than



nominal membership fee) and provided for annual grants to both types of library by the Department of Education. This policy has been continued ever since. It has had the effect of encouraging the establishment of libraries in almost every community in the Province, and in the closing decades of the nineteenth century and the early decades of the twentieth this was a good thing. But it has also had the effect of encouraging the continuance of many of them long after they were capable of providing a proper service to their community. Many of the small libraries of Ontario have hopelessly outmoded book stocks, they are open for only a few hours each week, and the "librarian" has no professional training. For years the librarians of the Province have been arguing at the annual meetings of the Ontario Library Association and in the pages of their journal, the Ontario Library Review, that the solution to this problem is to organize regional libraries with a proper stock of books and a staff of trained librarians who can provide adequate service to the small communities of the region from this central base; but until recently they have argued to little apparent effect -- the disestablishment of a local library can be politically embarrassing. Now, however, the Ontario Library Association has been supplied with funds by the Department of Education to make a thorough study of the whole system and to make appropriate recommendations to the Minister. The report is expected early in 1966.

The mechanics institutes from which the Ontario public libraries have evolved were intended to be teaching institutions; they did have libraries but the chief objective was to provide instruction for "mechanics and artisans". When they were transformed into public libraries, the teaching function was dropped or rather, since classes had



never been either numerous or successful, the pretense that they were fulfilling a positive role as educational institutions was abandoned.

Since 1895 the public libraries have concentrated upon providing service; they have very willingly made their physical facilities available to local groups conducting adult education classes but they have rarely conducted classes themselves.

Since the 1890's adult education has been pursued by a great variety of organizations -- universities, school boards, the Workers' Educational Association, trade unions, churches, and bodies like the Y.M.C.A. and the Women's Institutes. Cooperation between these various bodies, whether at the provincial or local level, has been informal rather than systematically organized. Many government departments -- Agriculture and Education in particular -- have encouraged local and even regional efforts but until 1947, with the establishment of the Community Programmes Branch, there was little evidence of governmental concern on a province-wide basis. The inclusion of the words Further Education in the title of one of the Department of Education's three Superintendents is only one of a number of signs that a new approach is about to be adopted.



### III: ORGANIZATION AND CONTROL.

Before turning to the question of how adequate the Ontario system is in terms of the overall educational programme it provides and of how flexible and dynamic its structure is, something must be said about the historic development of the system itself. How has Government organized itself to deal with educational matters? What has been the division of labour between central and local authority? With a view to answering these questions we shall review the organization of the Department of Education as it has developed since 1867 and describe the position of the local school boards with which it has traditionally shared responsibility for public education. We shall also examine the relation of the Government to the universities and of the Department of Education to other Government departments concerned with education.



A: Department of Education

In 1867 the staff of the Education Department consisted of a Chief Superintendent at a salary of \$4,000, a Deputy Superintendent (\$2,200), a Senior Clerk and Accountant (\$1,200), a clerk in charge of statistics (\$1,000), a clerk in charge of correspondence (\$900), an assistant clerk (\$500), and a messenger (\$365). There was also a Grammar School Inspector in the person of George Paxton Young who worked out of the Education Department, and there were 269 local superintendents of common schools who submitted regular reports to the Department. The Chief Superintendent reported to the Government and to the Legislature through the Provincial Secretary, who was a member of the Cabinet. He was also responsible to the Council of Public Instruction. This was a body of "not more than nine persons" -- of which he was ex officio one -- which had been established in 1846 to advise the Superintendent and the Government on matters of educational policy. The Council was authorized "to make such Regulations ... as it shall deem expedient for the Organization, Government and Discipline of Common Schools", and "to examine and at its discretion recommend or disapprove of Text Books for the use of schools"; and it had rather specific responsibility for the Normal School, which had come into being after its own establishment. But in all such matters the work was actually done by the Chief Superintendent and his staff. The Council was in fact an advisory board, and it had been so described for the first four years of its



existence.<sup>1</sup>

At this juncture, then, the Chief Superintendent had the responsibility both for administering the activities of his Department and for proposing policy. If a new measure was to be introduced, he had to persuade both the central and the local authorities of its merits. Convincing the central authority meant presenting the case to the Council of Public Instruction, to individual members of the Government (most notably, the Premier) and ultimately, through the Provincial Secretary, to the Legislature. Convincing the local authorities also implied convincing the Legislature since its members were the direct representatives of the people. But Ryerson took especial pains to bring his proposals to the attention of the local community before they were presented to the Legislature. He did this regularly through the agency of his annual reports and the monthly issues of the Journal of Education, both of which were widely distributed. He also periodically took his proposals to the people in person. On five occasions (1847, 1853, 1860, 1866, 1869) he toured the whole province for the purpose of holding public discussion of impending legislation.

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<sup>1</sup> Membership in the Council was by appointment of the Lieutenant Governor in Council and tended to be "permanent". Two of the original seven appointees of 1846 were still members in 1867 and a third had been a member until his death in 1866. Of the other four appointed members of the 1867 Council, one had been a member since 1850, one since 1857, one since 1862 -- the Roman Catholic Bishop of Toronto whose predecessors in office had been members since 1846 -- and one since 1865. In 1874 the Council was substantially increased in size by the addition, first, of three persons elected by a) the public and separate school teachers, b) the public school inspectors, and c) the secondary school principals and teachers, and, second, of the representatives of colleges which had degree-granting powers. These latter were not, however, full members of the Council; matters relating exclusively to the public and separate schools were regarded as lying outside their jurisdiction.



With the retirement of Ryerson in 1876, both the Council of Public Instruction and the office of the Chief Superintendent were abolished. The Council's functions were assigned to the Education Department and the duties of the Superintendent were assumed by a minister of the crown. The newly created Minister of Education was also to be the head of the Education Department, with responsibility for day-to-day operation assigned to a deputy minister.

The first Minister was the Hon. Adam Crooks, who had been a member of the Government since 1871 as Attorney General and Provincial Treasurer. That he interpreted the Minister's role as an active one can be seen from this passage from his first Annual Report:

In February 1876, I was charged ... with the duties of this Office, and by visits to Teachers' Associations and conferences and public meeting with municipal and school officials in more than 20 of the Counties of the Province [there were 32], I was enabled during the past year to gain such practical knowledge of the educational system under my charge as to submit to the Legislature at its session in 1877 amendments to the Law in several material particulars which were required to meet the wants of the Public and High Schools, as well as to supplement the deficiencies of the Normal Schools ... in supplying all schools with trained teachers. (P.13)

Crooks was Minister for eight years, though for the final two he was largely inactive owing to serious ill health; and during this period a number of important new departures were entered upon -- invariably at his instigation. The role of the Minister in directing educational policy was even more emphatic during the regime of his successor, the Hon. George W. Ross, which extended from 1883 to 1899 and since Ross moved on to the premiership in effect to 1905. Before he had entered politics in 1872, Ross, who was a graduate of the Normal School, had been a public school teacher and inspector, and he regarded himself with



some justification as a professional educator. He was also a strong and powerful personality, a man who, like Egerton Ryerson, tended to dominate any organization with which he was connected. It is likely that Ross would have been the directing force in the Education Department no matter who had been his deputy, but the fact that the deputy minister was J. George Hodgins made this almost inevitable. Hodgins, who had been Ryerson's deputy superintendent, entered upon his duties in 1876 fresh from the experience of having spent thirty years carrying out someone else's orders. Furthermore, he was not himself a teacher and made no pretense of being a professional educator. He was, however, an able administrator and he performed the functions assigned to him under Crooks and Ross from 1876 until 1890 with the same kind of efficiency that had marked his service under Ryerson. His successor was another long-time employee of the Education Department, also without professional experience: Alexander Marling, who had been the Chief Clerk and Accountant in 1867. Marling died within the year, and his successor, who continued in office until his death in 1905, was John Millar. Now Millar was a man of wide experience in both the public and secondary schools -- at the time of his appointment he had been principal of the St. Thomas Collegiate Institute for fifteen years; and he might have been expected to provide the Minister of Education with authoritative advice about educational policy. But by this time the role of the deputy minister vis-à-vis the Minister had been defined, and it was the Minister -- and not the Deputy -- who was the professional authority. As the obituary notice of Millar in the 1905 Annual Report rather plaintively states, "from that time--1890--his work was official and executive".



The Ross Government was defeated at the polls in 1905 and one of the first actions of the Whitney Government which succeeded it was to reorganize the Department of Education completely. The office of Superintendent was revived and for a very specific reason: "to afford the Department the constant assistance of professional experience and knowledge disassociated from the full administrative control which remains in the hands of the responsible minister". Two major appointments were made in 1906, John Seath as Superintendent and A.H.U. Colquhoun as Deputy Minister. Seath had been a high school inspector since 1884; Colquhoun had been a journalist since his graduation from McGill in 1885, but his administrative abilities had been drawn to the attention of the Whitney Government through his work as secretary of the Royal Commission on the University of Toronto which it had appointed in 1905. Quite clearly, the intention was to provide the Minister of Education with two advisers, one a professional educator who would be concerned with developing educational policy, one an administrator who would see that the policies of the Department once decided upon were efficiently carried out.

The 1906 reorganization of the Department also called for the establishment of an Advisory Council of Education "as a practical method for bringing the Minister of Education in close touch with the teaching profession and enabling him, whenever he desires, to seek in a regular and systematic way the counsel and opinions of the various ranks of educationists". The Council was to be an elected body, on which would sit representatives of the universities, the high schools, the public and separate schools, the inspectors and school trustees. The Superintendent would sit on it as the Minister's representative and he would be the medium through which its recommendations were forwarded to the



Minister. This Council was duly formed in 1906 but it never assumed importance. It was abolished in 1915.

A probable reason for the failure of the Advisory Council to play the role envisaged for it was the fact that the Superintendent was John Seath, like Ryerson and Ross, a very strong personality, who was a good deal more interested in developing his own ideas than in listening to the ideas of others. It was Seath rather than the Minister or the Deputy Minister, who dominated Ontario education for the next fifteen years, and it was not by any means to everyone's dismay that with his death in 1919 the office of Superintendent was again abolished. By this time the staff of the Department of Education included a number of departmental heads -- Inspector of Public Libraries (since 1882), Registrar (1890's), Inspector of Manual Training and Household Science (1901), Chief Public and Separate School Inspector (1909)<sup>1</sup>, Director of Industrial and Technical Education (1912) and Inspector of Elementary Agricultural Education (1911). Three new positions were established in 1919: Director of Professional [Teacher] Training, Inspector of Auxiliary Classes, and Provincial School Attendance Officer. For the next four years these people carried on the work of the Department with the Deputy Minister as the coordinating force. But in 1923, the Superintendent's position was revived again, this time under the title of Chief Director. The appointee was F.W. Merchant, who had done such excellent work for ten years as Director of Industrial Education. Merchant reached retirement age in 1930 but continued for four years as a Chief Advisor

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<sup>1</sup> Under the Chief Inspector were three Public School, six Roman Catholic Separate School, and three English-French Public and Separate School Inspectors. There were also three High School and two Continuation School Inspectors.



to the Minister. George F. Rogers was appointed Chief Director in his place in 1930 but with the accession of the Hepburn Government in 1934 reverted to High School Inspector. This was the year that A.H.U. Colquhoun retired as Deputy Minister. He was replaced by Duncan McArthur, until then a professor of history at Queen's University, who a few months later also became Chief Director. Then in 1940, to make matters even more confusing, McArthur was appointed Minister of Education, and Rogers came back as Deputy Minister. It is not surprising, therefore, that the Drew Government on assuming office in 1943 decided that it was time to return to the organization of 1906, which had clearly distinguished between responsibility for administration and for educational policy. The latter would be the concern of a Chief Director, the former of a Deputy Minister. Rogers was continued as Deputy Minister and J.G. Althouse was appointed Chief Director.

This at least was the division of labour outlined in an Organization Chart of the Department which appeared in the 1944 Annual Report and which is reproduced as Chart II. But within two years the attempt to separate administration from educational policy in the interests of permitting the Chief Director to concentrate upon professional problems had apparently failed, for the Organization Chart which appeared in the 1946 Annual Report (Chart III) places the Chief Director above the Deputy Minister. In graphic terms at least, the result is tidier; whether it is as sound an arrangement in theory is a matter which can be argued but not proved.

Both charts reveal how complex the organization of the Department of Education had become in the half-century since the 1890's when

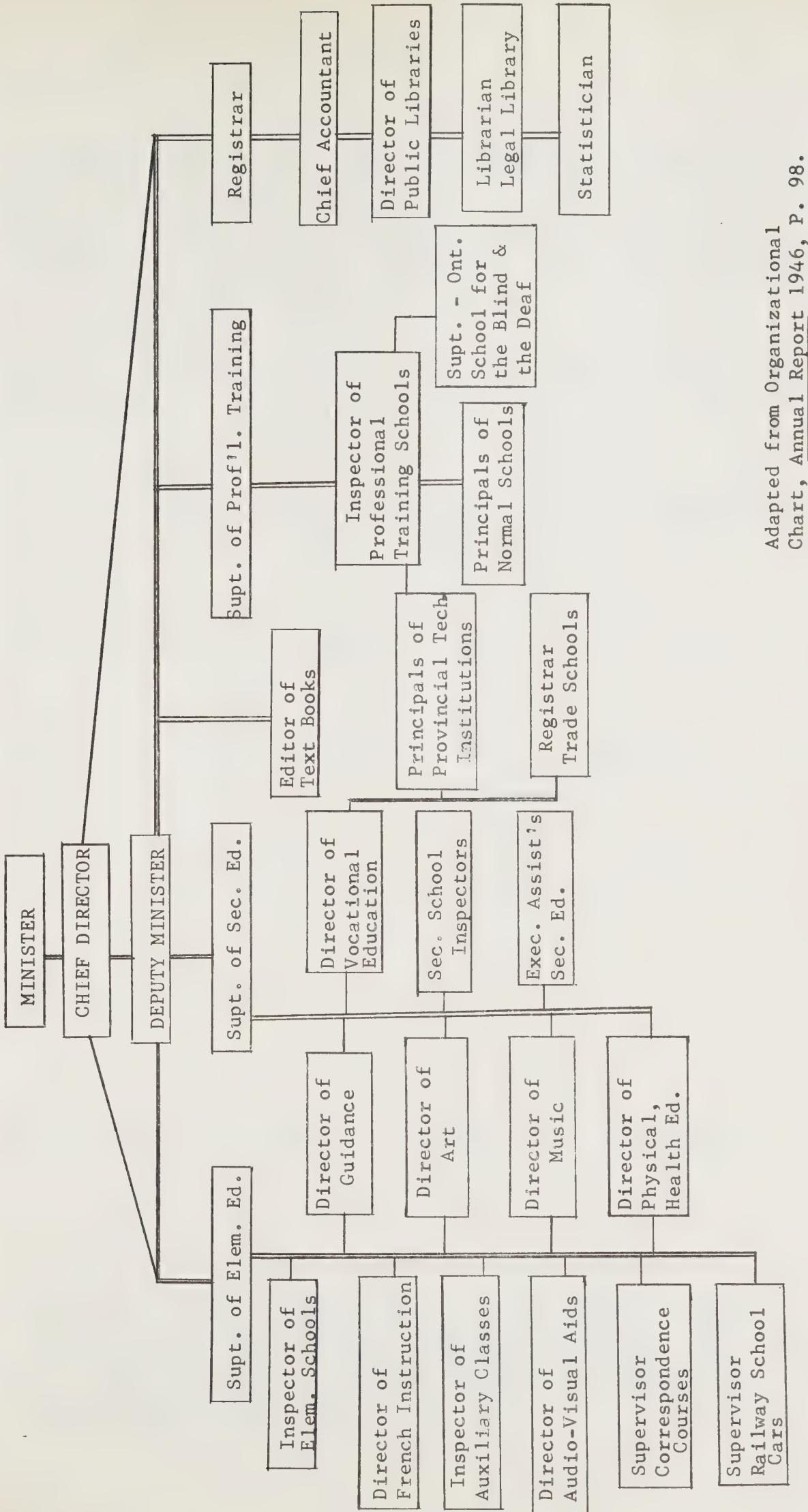






Chart III Organization, Department of Education, 1946

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Adapted from Organizational Chart, Annual Report 1946, p. 98.



its staff consisted of less than twenty people.<sup>1</sup> It became far more complex in the 1950's and 1960's with the enormous increase in school enrolments which followed the rising birth rate and the heavy immigration of the post-war period and with the development of post-secondary education. By 1956 it had become necessary to have not one but two deputy ministers. The division of duties between them is foreseen in the 1944 organizational chart where the two officers directly beneath the Chief Director are Superintendents of Elementary and Secondary Education. Between 1956 and 1964 one deputy minister was mainly concerned with the elementary schools, the other with the secondary; responsibility for teacher training was divided and responsibility for technical and adult education was not clear. The reorganization of 1965 (see Chart I) introduces an entirely new structure: Minister, single Deputy Minister, Assistant Deputy Ministers in charge of (a) elementary, secondary and teacher training combined; (b) all other education including technical and adult; and (c) administration. Will this structure enable the deputy minister to concentrate upon educational policy or will he be bogged down in administrative routine?

So much for the development of the Department of Education as it has evolved in the course of a century from an organization involving a staff of eight to one which in 1965 employs several thousand. But

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<sup>1</sup> In 1891 the Deputy Minister was assisted by a Chief Clerk and Accountant, the Minister's Secretary, four senior and seven junior clerks, and the Superintendent of Mechanics Institutes and Art Schools. J.G. Hodgins had been named Historiographer and Librarian, and there was an assistant librarian. In 1964 there were 2,519 full-time employees of the Department.







from the beginning public education in Ontario has been based on a division of labour and responsibility between central and local authority. What about the development of the latter?

In 1867 local authorities were responsible either for elementary education, in which case they were elected, or for secondary education, in which case they were appointed. In urban centres, the elected trustees were responsible for all the common schools in the municipality -- the public school trustees for the public schools, the separate school trustees for the separate schools -- but in the rural areas, the trustees were elected by the ratepayer of a school section and had jurisdiction over a single school. For secondary education the local authority was a board appointed by either a County or a City Council -- for grammar school purposes cities were declared to be counties. There was also provision in 1867 for a union board of education to take care of the situation where a grammar school had "united" with one or more of the common schools in the township, village, town or city where it was located.

Between 1865 and 1871 Egerton Ryerson made a valiant attempt to reorganize this system completely. He proposed that in the rural areas the basic unit of administration be for the elementary schools the township and for the secondary schools the county and that in the cities and towns a single board of trustees be responsible for both elementary and secondary education. He also proposed that all trustees be elected. But despite his efforts none of these proposals was incorporated in the legislation adopted at the end of this period. The Common School Act of 1870 permitted the consolidating of school sections into township boards but did not make this mandatory, while the Grammar



School Act of 1871, which in so many other respects was revolutionary, accepted the status quo so far as public control of the schools was concerned. In the cities and towns there continued to be one board for the public schools and another for the high schools, secondary school trustees continued to be appointed, and no clear-cut system was outlined for the organization of secondary education in the rural areas.

Between 1900 and 1944 the Province did gradually adopt Ryerson's proposal for the consolidation of elementary and secondary education in the cities and towns. A Board of Education Act of 1903 authorized the combining of elementary and secondary education under a single Board for cities of 100,000 (at that time applicable only to Toronto) but in the following year the privilege was extended to all cities and towns and even to villages. During the next four decades almost all cities and towns with four outstanding exceptions adopted this arrangement. The exceptions were Cornwall, North Bay, Ottawa and Sudbury, each of which had -- and has -- a substantial French-speaking population. With the intensification of the campaign begun in 1944 to develop district high schools there was some reversal of this process as the high school in some centres became the district high school and thus was detached from the local public schools. In 1964 there were 53 Boards of Education in Ontario. Eleven of these were in Metropolitan Toronto and were for certain purposes embraced within a Metropolitan School Board.

Until the launching of an experiment in 1944 in Essex County there were no district high schools in Ontario in the full sense of the term. The children in the rural areas attended the elementary school in their section, which in some cases extended to Grade 10, and then went to the nearest high or continuation school for their secondary



education. The County Council paid the school for this service; it had no school of its own. Clearly this meant that the type of programme offered in the secondary school was only incidentally designed with the particular needs of the rural community in mind. It was to provide a proper programme for this group, and incidentally to establish a community centre for the adults, that the Department of Education at long last began actively to promote the establishment of district high schools. The campaign has been successful. Today the entire populated area of the Province is divided into high school districts and there are no less than 170 district high school boards. The District is not, however, coterminous with the County, and to this extent Ryerson's proposal is still unfulfilled. Nor are the trustees of the district high school boards in all cases elected.

Ryerson's other proposal -- that school sections be abolished and the township made the basic unit of administration for the elementary schools of the rural area -- was adopted on May 7th, 1964 with the proclamation of Bill 54, which provided for the organization of townships and small urban municipalities (population of less than 1,000 or a resident school population of less than 100) as Township School areas. When Bill 54 came into effect on January 1st, 1965, the number of public school boards in the rural areas was reduced from 1,850 to 423 and the number of urban boards from 258 to 182.

In justice it must be added that Bill 54 was the final step in a movement which had been underway since at least the turn of the century. Particularly in the 1920's and the late 1950's there were strenuous efforts by the Department of Education to encourage school sections to consolidate. There was a time when there were 5,747 school



sections in Ontario, most of them operating a one-room school. Almost 4,000 of these had been consolidated by the time Bill 54 completed the process.



B: Department of University Affairs

Until 1951 the Ontario Government found it unnecessary to adopt any mechanism for dealing with the universities of the Province. Since 1901 the Legislature had been making annual grants to the University of Toronto and since 1915 to Queen's and Western. These grants were in part statutory, i.e., they continued from year to year, and in any event, the amounts were relatively small (in 1950, \$500,000 to each of Queen's and Western, approximately \$4,000,000 to Toronto). The matter could be handled by the Premier's office after discussion with the representatives of each institution. But between 1948 and 1950 three other universities also became eligible to receive grants -- Carleton, Ottawa and McMaster -- and the plot began to thicken. Late in 1951, R.C. Wallace, who had recently retired as Principal of Queen's, was appointed a part-time consultant on university affairs. It was officially stated at that time that it had become "expedient to establish a closer liaison between the Government and the Universities of Ontario with a view to greater coordination of university work and to provide for the advising of the Government upon the manner of distribution of the Provincial and Federal Grants." Principal Wallace died in 1956, by which time with the addition of Assumption (now Windsor) and Waterloo the number of institutions had risen to eight and the total annual grant to \$20 million. Wallace's role was taken over, first, by Dr. J.G. Althouse, the Chief Director of the Department of Education, then on his sudden death late in 1956, by a cabinet minister, the Hon. Dana Porter, Provincial Treasurer. But almost immediately the matter of advising the Government about the universities was assigned to a committee of



senior civil servants: the Chief Director of Education, who acted as chairman, the Comptroller of Finance, the Provincial Auditor, and the Deputy Minister of Economics and Development, with an official from the Department of Education acting as secretary and a retired university professor acting as advisor.

By 1961 the number of institutions had risen to eleven and the amount of the grants to over \$35 million, and at this point the Government appointed an Advisory Committee on University Affairs which was "empowered to study all matters concerning the establishment, development, operation, expansion and financing of the universities of the Province". The original chairman of the Committee was Mr. John Robarts, then Minister of Education, and the other five members were the Deputy Minister of Economics, the Chief Justice of Ontario and three business men. When Mr. Robarts became Premier in 1962, his place on the Committee was assumed by his predecessor, Mr. Leslie Frost. In September 1964 the Committee's membership was almost doubled with the addition of five persons who either were or had been university professors. But earlier in 1964 the Government had established a Department of University Affairs, and the Committee was now made advisory not to the Government but to the Minister of University Affairs, a portfolio assumed by Mr. W.G. Davis, who had succeeded Mr. Robarts as Minister of Education. The Secretary of the Advisory Committee was appointed Deputy Minister of University Affairs but continued on as Secretary. In 1964 the grants to fourteen chartered universities exceeded \$100 million.

While all this was going on, the universities also began to organize themselves. Oddly enough, prior to 1962 the only association the individual universities of Ontario had with each other or with any



Government department was through the membership that some, but not all, of them had in the University Matriculation Board, a body which had been reorganized in 1919 to include representatives of the Department of Education and which for the past forty-five years has exercised general supervision of the combined Matriculation and Departmental examinations, through the Registrar's Branch of the Department. In March, 1962 the Committee on University Affairs called together the presidents of all the universities which were in receipt of Government grants with a view to obtaining their reaction to a statistical report prepared by Professor R.W.B. Jackson at the Committee's request which showed projected undergraduate enrolment in the Province for the next eight years. On the adjournment of this meeting the presidents assembled by themselves, and the Committee of Presidents of the Provincially Assisted Universities and Colleges of Ontario was born. It consists of the executive heads of Brock, Carleton, Guelph, Lakehead, Laurentian, McMaster, Ottawa, Queen's, Toronto, Trent, Waterloo, Western, Windsor and York Universities. Waterloo Lutheran, a denominational institution which is not eligible for provincial grants, is not represented.

The Committee of Presidents has no legal status as a body officially representing the universities of the Province, but it has acted in this capacity vis-à-vis the Ontario Government for the past three years. It has published four major reports (Post-Secondary Education in Ontario, 1962-1970, The Structure of Post-Secondary Education in Ontario, The City College, Educational Television) and has submitted more than a dozen memoranda to the Government on a wide range of subjects. Up to the present the Committee of Presidents has had no secretariat; it has worked through committees appointed from the staffs of the member



institutions. As of July 1st, 1966 a small secretariat will be established headed by Dr. E.F. Sheffield who, as its Executive Vice-Chairman, will devote two-thirds of his time to the work of the Committee.

There has also been in existence since June 1963 the Ontario Council of University Faculty Associations, a body which represents the views of the teaching staff associations of all the universities of Ontario including Waterloo Lutheran. Like the Committee of Presidents, the Ontario Council has on a number of occasions presented its views on university matters to the Government.



C: Interdepartmental Cooperation

There neither is nor ever has been much in the way of a formal relationship between the Department of Education and the other Government Departments -- no interlocking directorates, few standing committees, only occasional official conferences. This is not to say that the departments have been working at cross-purposes or that there either has been or is a lack of cooperation on matters of mutual concern. The relationship has usually been close: the point is that it has been informal rather than official and is based on contact between individuals rather than on recognized procedures which follow automatically. It is an arrangement which is better geared to the solution of particular problems than to the consideration of overall policy.

The closest relationship is with the three Departments which arrange for the Department of Education to provide instruction for their educational programmes -- Provincial Secretary and Citizenship (classes for new Canadians), Labour (apprenticeship programme) and Reform Institutions. Here there is literally day-to-day contact. Nonetheless the recent establishment by Education and Labour of an Interdepartmental Committee on Technical and Trades Training for the purpose of developing policies and procedures to ensure that technical and trades training programmes are in keeping with the needs and demands of the Province's rapidly developing industrialized economy is a new departure. The only interdepartmental committee involving Education and the other two departments (and also Health) is the School Management Committee, a body which arranges salary contracts for teachers in schools operated directly by Government Departments.



With the Departments which conduct or supervise their own schools, the relationship is less close at both the official and the informal level. Almost the only link with Lands and Forests is the membership of a senior official of the Department of Education on the Advisory Council of the Forest Ranger School. There is a similar link with Health; another senior official is a member of the Educational Advisory Committee to the College of Nurses, which is responsible for the training of nurses. For many years the Chief Director of Education was a member of the Board of Governors of the Ontario Agricultural College, but with the establishment of the University of Guelph this link has been cut. At the informal level the local secondary school inspectors maintain close liaison with the agricultural schools at Kemptville and Ridgetown. There are representatives of the Department of Health on certain of the Department of Education's curriculum committees. A representative of the Department of Education has been appointed to the Planning Council on Nursing Education and Related Matters which the Minister of Health established early in 1965.

Since over 90 percent of the system is supervised by the Departments of Education and University Affairs, the relations between these two departments are obviously of high importance. Technically there is no relationship. It happens that the same person is the Minister of both Departments -- one can therefore assume continual dialogue at the ministerial level -- but this, of course, need not necessarily be the case. It happens, too, that both the Deputy Minister and the Assistant Deputy Minister of the Department of University Affairs were in the Department of Education prior to their present appointments and one can assume that their contacts with the senior officials in the



Department of Education are wide-ranging and close. But again the situation rests on chance: there is no guarantee that such appointments will always bring to the Department of University Affairs persons with Department of Education experience.



## CONCLUSION

Does the system provide the full range of educational facilities required by the demands of the Province's actual and developing economy and its actual and developing cultural tradition?

The answer is Yes. The Ontario educational system does contain all the elements that are required to provide for the needs of any of its citizens. Somewhere in the Province one can find every conceivable type of institution and somewhere one can find every conceivable type of educational service. Provision is made for the physically or mentally handicapped, for the geographically remote, for those whose native language is not English, for those who cannot afford the costs of the education or the training they seek. One can without leaving Ontario become a plumber or a nuclear physicist, an artist or an investment counsellor, an expert on diesel engines or on the giraffe.

It would, of course, be surprising if this were not the case. Ontario is both a populous and a relatively rich jurisdiction and it has therefore enough people and enough resources to develop all the institutions and all the services that an industrialized society requires. One could certainly make the same statement of at least two other Canadian provinces and of probably a dozen American states.

The real question is not whether the system does or does not provide all the facilities required but whether or not it provides them in sufficient quantity to make it relatively easy for most people in the Province to take advantage of them. We must ask ourselves, therefore, whether there are enough institutions of the various kinds and whether



the various special services are in fact available to the majority of those who require them. And there is also the matter of quality. The fact that there are ten -- or a hundred -- excellent elementary schools is small consolation if one knows that there are also twenty -- or a thousand -- elementary schools that can legitimately be described as sub-standard.

The first of these two questions -- the quantitative one -- can, I think, be answered affirmatively. There are certainly enough elementary schools, secondary schools, teacher's colleges, schools of nursing and universities, and they are on the whole geographically well-placed. Indeed, it could be argued that in all five cases reduction in the total numbers would, at least in the short run, be beneficial. There certainly aren't enough institutes of technology, but if the plan to establish twenty-five or thirty Colleges of Applied Arts and Technology at strategically selected points throughout the Province is implemented this important part of the educational system will be well looked after. With regard to special schools and special services, it is difficult to make any judgment. But one has the impression that if there is need for a second Ontario College of Art or a third agricultural school or a few more railway classroom cars, it or they will be provided.

I have no intention of making any judgments about the quality of the component parts of the Ontario educational system -- this is probably beyond the competence of any one person and certainly it is beyond mine. Instead, I shall content myself with citing three pieces of evidence which indicate that, in the opinion of the person most responsible for the system, there is room for improvement at all three levels -- elementary, secondary and post-secondary.



- 1) In April, 1965 the Minister of Education appointed a Committee on the Aims and Objectives of Education in the Schools of Ontario. The Committee's terms of reference suggest that its first concern is with Kindergarten and the first six grades but since it has been asked "to set forth the aims of education for the educational system of the Province" it may well move on to the secondary school and beyond.
- 2) In February 1964, the Minister of Education appointed a Committee to make recommendations about the Grade 13 year. The Committee's report, submitted four months later, made three major proposals: that the Grade 13 year be radically transformed; that a large number of community colleges be established to provide "a valid alternative to Grade 13" for the large number of high school graduates for whom a university course was not the appropriate type of post-secondary training; that the thirteen years of elementary and secondary schooling be condensed into twelve. Only the second of these three recommendations has officially been adopted (the colleges of applied arts and technology are the community colleges which the Grade 13 Committee had in mind), but the Department of Education has for over a year been taking steps designed to implement both the others.
- 3) In September 1964, the Minister of Education appointed a Committee to make recommendations about the training of



elementary school teachers. The Committee is expected to report early in 1966. It is difficult to imagine why the Committee would require nearly eighteen months to reach conclusions unless those conclusions involved fundamental change.

The truth of the matter is that almost every aspect of the Ontario educational system is undergoing very close scrutiny. This large-scale self-study has not adopted the form of a single Royal Commission, and its actuality therefore is less obvious than the comparable self-study that has recently been undertaken by the Province of Quebec. It may very well be, however, that its consequences will be equally profound and that the Ontario educational system in 1975 will be as different from the system that existed in the early 1960's as Quebec's is obviously going to be.

The advantages of a single all-embracing study are that nothing presumably is overlooked and everything is examined in relation to everything else. The Parent Commission examined everything -- objectives, curricula, finance, control, every level of education, every type of institution, the structure of the system itself. Ontario's approach is of the piecemeal variety -- separate studies of particular problems. As an approach this too has advantages -- it is less costly, it takes less time, it leads to quicker results. The danger is that something will be overlooked. And the element in an educational system which is most likely to be overlooked is its own inner structure. But this is to bring us to our second question.



Is the system so structured that its various parts function effectively as individual units but also in co-ordination with each other?

The answer is No. The various parts do, on the whole, function effectively as independent units but there is a striking lack of coordination between them. The fact that in many localities responsibility for elementary education rests with two types of school board and responsibility for secondary education with a third can scarcely be said to encourage a unified attack on the problems of education at these interlocking levels. The relationship between the secondary schools and the various post-secondary institutions to which the Grade 12 and Grade 13 graduates proceed -- the teachers colleges, the hospital schools of nursing, the institutes of technology, the universities -- is loose rather than firm, official rather than warm. There is remarkably little coming and going between the various post-secondary institutions; and no organization of any kind which draws together representatives from all of them even in a particular city or region. The isolation of the teachers colleges from the universities is particularly noticeable even though the policy of locating teachers colleges on or adjacent to university campuses has been developed by the Department of Education in recent years; a more organic relationship than that provided by geographic propinquity is clearly needed. It is also apparent that the various Government departments active in the education field have given inadequate attention to the combining of their efforts or the pooling of their resources. Was it really necessary to wait until 1965 to begin the experiment of involving the institutes of technology in the training of nurses and of social workers? Is there no place for agriculture in a technical institute?



One of the characteristics of the Ontario educational system is that it is thoroughly compartmentalized. Our review of the system as it revealed itself in 1964-65 demonstrates this clearly and our review of its historical development provides the explanation -- a general failure to recognize that all parts of the system are in an almost literal sense interlocking and hence that no one of them can be changed without all the others being affected. Change the elementary school curriculum in any way and all the blocks which rise upon it must be realigned; but equally alter the arrangements for the training of teachers at the universities or in the teachers colleges and it becomes necessary to readjust the elementary school curriculum. There will be no marked improvement of the Ontario educational system -- and probably some deterioration -- unless this obvious fact is so thoroughly recognized that it becomes the accepted first principle in all educational decisions.

Acceptance of this principle -- that all activities are interrelated -- would lead to two quite different kinds of reorganization. The first would affect the individual Departments of the Government. In the case of the Department of Education it would involve a closer relationship between its various branches; in the case of the other Departments, it would involve a closer relationship with each other and with the Department of Education. This is a direction in which the Province is already moving. The second kind of reorganization is a much more radical step and one which apparently has never been seriously considered. This is to organize education at all levels throughout the Province on a regional basis.



But first the reorganization that is already in train.

There are many signs that the several Departments are moving away from what might be called departmental separatism. The new organization of the Department of Education is designed among other things to eliminate the barriers that have separated the elementary from the secondary schools; responsibility for all instruction is assigned to a single assistant deputy minister. It is also designed to coordinate adult education with technological and professional training; hence an Assistant Deputy Minister in charge of Provincial Schools and Further Education. The proposed new Grade 13 is intended to facilitate the transition from high school to university by making the matriculation year once again what it was originally intended to be -- the equivalent of a first-year university course. The Colleges of Applied Arts and Technology will take over the role of the institutes of technology but they will also be adult education centres. Provision is to be made for able students to transfer from these colleges to the universities. There is to be a more intimate relation between the Ontario Colleges of Education and the universities with which they are associated than was the case from 1920 to 1964. It is rumoured that the Minister's Committee on Teachers Colleges will recommend a functional relation between the teachers colleges and the universities.

Closer liaison has also been developing during the past twelve months between departments. All that is required here is the systematic development of a network of standing interdepartmental committees which meet regularly and whose terms of reference are sufficiently general to permit them to consider overall policy. One such committee should be at the Minister and/or Deputy Minister level and this for two



reasons. First, to avoid competition between departments for slices of the provincial budget; the development of the educational system as a whole should be the point of reference in deciding what proportion of the provincial budget should be allocated to education and within this figure what funds should be assigned to particular departments. The second reason is the other side of the same financial coin. All negotiations with the Federal Government concerning financial support for education in Ontario should be based on a coordinated plan for the development of the system as a whole. Unless there is an opportunity for Cabinet Ministers to examine the whole picture, some parts of the system will be developed, others overlooked.

Coordination at the top, however, is not enough; what is of far greater importance is functional coordination at the operational level. To achieve this in Ontario requires something more than a refinement of existing techniques. It involves fundamental restructuring.

If one accepts the principle that the parts of an educational system are interlocking, then there must be a very close association between the persons working in adjoining areas -- between, for example, the teachers in elementary schools and secondary schools and between the latter and those in the various post-secondary institutions to which the high school graduates proceed. This suggests the desirability of a grouping of institutions -- some kind of organization which by drawing together all the educational institutions of a given area would permit a coordination of all the services, both normal and special, which the people of that area required. If one also accepts the principle that appropriate educational facilities should be available to all the citizens



of the Province, then it follows that every part of the Province should be embraced within one such area. Ontario, at that point, would be divided into a number of regional education authorities, each of which would provide a relatively complete educational service.

One of the weaknesses of the present Ontario system is that many of the special services are available only to those who live in heavily populated centres. It is not economically possible to provide special classes for the physically handicapped or to provide the equipment necessary for certain kinds of vocational training unless there is a certain minimum number of persons available to benefit from them. Total population, therefore, would be as important a factor in determining the dimensions of these regional authorities as would be geography; each authority would have to have a large enough population to warrant the provision of what could be called "normal" special services -- it is not suggested that every authority have a School for the Blind or a College of Art. But, by the same token, there is a theoretical maximum number of persons who can be effectively served by a single authority. If two thousand people can be too few, two million can be too many.

Research, no doubt, could determine the optimum figure, but for purposes of illustration let us say it is 250,000. Since Ontario's population is approaching 7,000,000, this would call for about thirty regional authorities, with a city like London (1961 population 181,283) and its environs providing the working model. Associated within the London authority would be the sixty-one elementary and the nine secondary schools presently supervised by the London Board of Education, the London Teachers' College, two hospital schools of nursing, a College of



Applied Arts and Technology, the London Public Library system, the University of Western Ontario, and, extending outwards from the municipal limits, the elementary schools of some of the surrounding townships and also some of the neighbouring district high schools. Hamilton (395,189) and its environs would require two such authorities, Metropolitan Toronto (1,824,481) half-a-dozen. The authority in the Barrie-Orillia area would include both cities. The one at the Lakehead would include all the territory north to Hudson's Bay and west to the Manitoba border.

It will be noted that the word associated has been used above to describe the relationship of the several partners in the regional authority. It is not the intention to have the London Authority controlled by, for example, the University of Western Ontario or to have the University of Western Ontario controlled by the Authority. There are dozens of good reasons to support the argument that basic control of university education should be in the hands of university people and equally that basic control of secondary education should be in the hands of secondary school people. But there are also good reasons for insuring that education is regarded as a continuing process that involves the citizen literally from the cradle to the grave. A system of regional educational authorities would guarantee this for Ontario.

The basic Canadian problem, as we all know, is the problem of federal-provincial relations, and most of Canadian history can be described as a search for a satisfactory division of labour between the central government in Ottawa and the Governments of the Provinces. The problem for each Province is the same problem in the provincial context;



their histories, if we disregard for the moment the running battle with Ottawa, are equally a search for a satisfactory division of labour between central government and local municipality. No doubt the problem in the municipality can be defined in similar terms. In its several guises, the problem is the fundamental problem of democratic government.

Because a democracy assumes for its effective operation an educated citizenry its educational system is of special import. The objective is "to provide educational opportunity so that every person ... can realize his full potential as a human being". These, as it happens, are the words of the present Minister of Education for Ontario -- the words omitted are "in Ontario", and the subject Mr. Davis was discussing (at a press conference on January 14th, 1965) was the reorganization of the Department over which he presides. I suspect that a matching quotation could be drawn from statements made during the past twelve months by each of Mr. Davis' counterparts in the other nine Canadian provinces. His task -- and their's -- is a never ending effort to develop an organizational structure which encourages every individual within the particular province to realize his fullest potentiality.

In Ontario the establishment of regional authorities as the local authority in matters educational would provide a new solution to the problem of centralized and decentralized control. As it now stands the chief central authority in education -- the Department of Education -- is dealing with local authorities which range from the Toronto Board of Education with an operating budget of over \$50,000,000 to Township School Boards with budgets of less than \$20,000. It could be argued that vis-à-vis the Department of Education, the Toronto Board is too powerful;



certainly the Township Board is not powerful enough. Unless the local authorities are of comparable size, a proper balance between central and local authority is unlikely to be obtained.



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